HEARING ON THE EMERGENCY VETERANS' JOB TRAINING ACT AND VETERANS' PREFERENCE, GALESBURG, IL

HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, TRAINING, AND EMPLOYMENT

OF THE

COMMITTEE ON VETERANS' AFFAIRS
HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

FIRST SESSION

JULY 2, 1985

Printed for the use of the Committee on Veterans' Affairs

Serial No. 99-24

U.S. GOVERNMENT PRINTING OFFICE
51-977 O WASHINGTON : 1985

H761-37

COMMITTEE ON VETERANS' AFFAIRS

G.V. (SONNY) MONTGOMERY, Mississippi, *Chairman*

DON EDWARDS, California
BOB EDGAR, Pennsylvania
DOUGLAS APPLEGATE, Ohio
RICHARD C. SHELBY, Alabama
DAN MICA, Florida
THOMAS A. DASCHLE, South Dakota
WAYNE DOWDY, Mississippi
LANE EVANS, Illinois
MARCY KAPTUR, Ohio
ALAN B. MOLLOHAN, West Virginia
TIMOTHY J. PENNY, Minnesota
HARLEY O. STAGGERS, JR., West Virginia
J. ROY ROWLAND, Georgia
JOHN BRYANT, Texas
JAMES J. FLORIO, New Jersey
KENNETH J. GRAY, Illinois
PAUL E. KANJORSKI, Pennsylvania
TOMMY F. ROBINSON, Arkansas

JOHN PAUL HAMMERSCHMIDT, Arkansas
CHALMERS P. WYLIE, Ohio
ELWOOD HILLIS, Indiana
GERALD B.H. SOLOMON, New York
BOB McEWEN, Ohio
CHRISTOPHER H. SMITH, New Jersey
DAN BURTON, Indiana
DON SUNDQUIST, Tennessee
MICHAEL BILIRAKIS, Florida
NANCY LEE JOHNSON, Connecticut
GUY V. MOLINARI, New York
THOMAS J. RIDGE, Pennsylvania
WILLIAM M. HENDON, North Carolina
JOHN G. ROWLAND, Connecticut

MACK G. FLEMING, *Chief Counsel and Staff Director*

SUBCOMMITEE ON EDUCATION, TRAINING AND EMPLOYMENT

THOMAS A. DASCHLE, South Dakota, *Chairman*

LANE EVANS, Illinois
MARCY KAPTUR, Ohio
JOHN BRYANT, Texas
JAMES J. FLORIO, New Jersey
KENNETH J. GRAY, Illinois

BOB McEWEN, Ohio
CHALMERS P. WYLIE, Ohio
GERALD B.H. SOLOMON, New York
WILLIAM M. HENDON, North Carolina

CONTENTS

JULY 2, 1985

Page

Hearing on the Emergency Veterans Job Training Act and Veterans' Preference, Galesburg, IL 1

OPENING STATEMENTS

Chairman Daschle 3
Prepared statement of Chairman Daschle 53
Hon. Lane Evans 1

WITNESSES

Bramlett, Dennis, unemployed Vietnam veteran 34
Prepared statement of Mr. Bramlett 106
Durbala, Ross, readjustment counseling specialist, Moline, IL, Vet Center 36
Prepared statement of Mr. Durbala 111
Flora, Charles M., associate regional manager for counseling, Peoria, IL, Vet Center 37
Floriez, Arturo, unemployed veteran 35
Franck, Mark A., plant manager, Koppers Co., Inc. 23
Prepared statement of Mr. Franck 105
Holmes, Sanuel L., Assistant Director, VA Regional Office, Chicago, IL, accompanied by Michael Bates, education compliance survey specialist 21
Prepared statement of Mr. Holmes 103
Kessel, Gerald L., veterans' employment representative, Illinois Department of Employment Security, Job Service 19
Prepared statement of Mr. Kessel 95
Lappin, Donald E., chief, General Law/Congressional Affairs Division, Office of Counsel, U.S. Army Armament Munitions and Chemical Command, Rock Island, IL, accompanied by Debra Lamb 7
Prepared statement of Mr. Lappin 83
Nickolas, George T., Employment chairman, Department of Iowa Disabled American Veterans 9
Prepared statement of Mr. Nickolas 90
McGuire, John J., Affirmative Employment Programs Manager, Chicago Regional Office, U.S. Office of Personnel Management 5
Prepared statement of Mr. McGuire 63
Orwig, Russell, EVJTA employee, Warren Achievement Center, Monmouth, IL 39
Shane, Daniel L., EVJTA employee, Koopers Co., Inc 33
Prepared statement of Mr. Shane 105
Spivey, H. Blaine, Spivey Investigative Services 23
Terrell, Angelo, Assistant State Director for Veterans' Employment and Training Service, U.S. Department of Labor 18

MATERIAL SUBMITTED FOR THE RECORD

Letters:
Department of the Army, Headquarters, U.S. Army Armament, Munitions and Chemical Command, Rock Island, IL, to Hon. Lane Evans re employment efforts of Mr. Ronald W. Collins 88

Letters—Continued
Page
To Chairman Daschle from Samuel L. Parks, State Director, Veterans Employment and Training Service, U.S. Department of Labor re EVJTA Training Program in the State of Illinois 116
Memo:
Office of Personnel Management FPM letter No. 720–7, re Disabled Veteran Affirmative Action Program 70
Written committee questions and their response:
Chairman Daschle to Veterans' Administration 118
Chairman Daschle to Quad Cities Vet Center, Moline, IL 120
Chairman Daschle to Office of Personnel Management 122
Chairman Daschle to U.S. Department of Labor 126
Chairman Daschle to Department of the Army 128
Chairman Daschle to Illinois Department of Employment Security 136
Chairman Daschle to Peoria, IL, Vets Center 141

THE EMERGENCY VETERANS' JOB TRAINING ACT AND VETERANS' PREFERENCE, GALESBURG, IL

TUESDAY, JULY 2, 1985

HOUSE OF REPRESENTATIVES,
COMMITTEE ON VETERANS' AFFAIRS,
SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT,
Galesburg, IL.

The subcommittee met, pursuant to notice, at 1:09 p.m., in the Central and East Ballroom, Jumer's Continental Inn, Galesburg, IL, Hon. Thomas A. Daschle (chairman of the subcommittee) presiding.

Present: Representatives Daschle and Evans.

Mr. DASCHLE. The hearing of the Education, Training and Employment Subcommittee of the House Veterans' Affairs Committee will come to order.

Before I make any introductory remarks, I would like to turn the podium over to your Congressman, Lane Evans.

OPENING STATEMENT OF HON. LANE EVANS

Mr. EVANS. Thank you, Mr. Chairman. I appreciate your coming into our district. I think you see, with the large turnout that we have today, the very great interest in these particular two topics that we are looking at. It indicates the importance of the problem to the veterans affected.

Before I start getting into a few remarks that I have, I would like to introduce Eddie Sperry, who is the chairman of our Veterans Advisory Committee, the group that I have set up of various veterans' organizations in the district to help advise me on veterans' issues.

Eddie, if you could say a few words, we would appreciate it.

Mr. SPERRY. I am tickled to death to see so darned many of you here. I do see one or two empty chairs and I wish we would have filled them.

This is part of what we are trying to do, to make available to the veterans of the district what the heck is going on and to do the best we can.

We have representation from various posts and various organizations throughout the district. If you have anybody on your post that doesn't come down and you would like to send them, we would sure like to have them. Our main purpose is to try to bring things to Lane's attention concerning the people of the local area.

Through our committee we have done a few things. I don't know how many of you were at the meeting we had on hospitals at

Milan, which was a very nice hearing. We would like for you to join us and to keep supporting us the way you have.

There are a number of the members of the committee that are here. Would the members of the committee please stand, members of our VAC committee. I would like for you to introduce yourselves and your organization, please. I'm with the AMVETS.

George.

Mr. NICKOLAS. George Nickolas with the Disabled American Veterans.

Mr. KESSEL. Jerry Kessel with the Illinois Job Service in Galesburg.

Mr. KERKHOVE. Maurie Kerkhove, Veterans of Foreign Wars, Moline.

Mr. LINDBERG. Sam Lindberg, Military Order of the Purple Heart.

Mr. JONES. Charlie Jones, Veterans of Foreign Wars, Canton, IL.

Mr. FLORIEZ. Arturo Floriez, Veterans of Foreign Wars, Moline.

Ms. COLGAN. Phyllis Colgan, Peoria Vet Center.

Mr. SPERRY. Thank you all.

Thank you, sir. [Applause.]

Mr. EVANS. I want to thank you and the members of the Veterans Advisory Committee for your 2 years of long work. We will continue to need your help. The rest of the time we need to have you involved constantly, but we appreciate so many of you attending today. We have other members as well that couldn't make it, but your continuing efforts on the Saturday meetings and so forth on a continuing basis is really useful to me.

I want to thank Tom Daschle for coming to the 17th District of Illinois. He has a large district. I sometimes complain about my 14 counties. He represents, if you can believe it, the entire State of South Dakota, which he told me, I think, is some 64 counties.

This is a holiday break for us in Congress, the Fourth of July break, and he has taken the time to fly from South Dakota here to join us today. He is chairman of this particular subcommittee, but in the last Congress he was also chairman of the Vietnam Era Veterans in Congress Committee. I presently am the chairman of that caucus.

He has a tremendous reputation in terms of Vietnam-era veterans issues. He is the author of the door-opening agent orange legislation, legislation that I think both he and I are not totally satisfied with, but it has opened up the door to treatment of our veterans in terms of agent orange. He was a leader in establishing the vet centers across the country and has been a strong supporter of the continuance of those vet centers. He has been an active leader not only on this committee, on which I serve with him, but also the House Agriculture Committee, which we also serve on together. So, Tom, I thank you and the staff for all your hard work and for coming here today.

If I could say a few words to acquaint you with some of the problems we have here, the unemployment statistics tell you that we have 15-percent unemployment in our district. But I think as anybody here would know or could tell you, those statistics really don't tell the full truth of the nature and severity of unemployment here in west central Illinois. If 15 percent was accurate even for general

unemployment, it certainly wouldn't be accurate for our Vietnam and Korean veterans, our veterans population as a whole, because it certainly isn't true nationwide that those statistics parallel the civilian statistics and it certainly isn't true here in the 17th District.

We find out that there are about 115,000 veterans of all different eras in west central Illinois, and they tend, because of the fact that they went into the Armed Forces, to lack the seniority that some of their nonveteran counterparts have had. Thus, in this ongoing recession here in west central Illinois, they tend to be the last hired and the first fired. So while we intend to work for jobs for everyone—I think it is important during this recession, to help farmers get on their feet, and so they can buy a lot of the farm equipment that we make in this district, we have got to make sure that the veterans of this country that have fought and defended this country in time of war are not in effect being penalized as a result of their service to this country.

So we are really pleased to have you here, Tom. We look forward to looking into two specific programs today, the Emergency Veterans Job Training Act, which is designed to help Korean- and Vietnam-era veterans, and the Veterans' Preference Program.

We will have, for the benefit of the crowd today, three panels of people, one talking first about veterans' preference, then some people talking about the Emergency Training Act, and then finally a group of veterans that have had some frustrations with both programs. We hope, if we have time, to open it up so that other people that might have problems can give us their situation.

We are going to ask our witnesses to limit their remarks to about 5 minutes, and we will try to keep our remarks down, too. If there are people out here, however, that have an individual problem, that perhaps they have not come to my office yet to try to get some help, we have some caseworkers out here. Joyce Bean, the woman that is taking the names out front, and Katrina and Jenny here, can deal with your individual problems. We will try to work with you and see if we can't resolve some of those problems. We intend committee hearings to deal with broader policy issues, but we will try to open it up for other people that might have comments, depending on what time we get done.

So, Mr. Chairman, I would like to turn it back over to you and welcome you to the 17th District of Illinois.

OPENING STATEMENT OF CHAIRMAN DASCHLE

Mr. DASCHLE. Thank you, Lane.

I thank all of you for coming. To my knowledge, this is the first time that this subcommittee has ever come to Illinois, so it is a momentous occasion from that standpoint alone.

We come today for two purposes. First, because it is my understanding that as we look at all of those areas across the country with high unemployment, few rank any higher than this part of the United States. So, we have a critical unemployment problem, and where there is an unemployment problem among all the population, there is even a more severe unemployment problem among veterans themselves. We want to find out how we can help.

There is a second reason as well. There is no other fighter, no other legislator, no other person on the House Veterans' Affairs Committee who speaks with more eloquence, who is a more determined person when it comes to veterans' rights and veterans' opportunities, than Lane Evans. I don't take time to come all over the country to hold hearings for just anyone. My time is valuable, as is everyone's, so I select my hearings and the locations to which I go very carefully.

One of the criteria that I use in selecting where we go is how hard a fighter, how determined a person we have helping us as we go through this process. This hearing is not for show. This is the nuts and bolts of how we change things in Washington. This is the workshop of legislation right here. So whether we succeed or not depends in large part on how well this hearing succeeds, and it isn't going to succeed unless you tell us frankly how you feel. That is what this is all about today. We want you to tell us. If you aren't on the program, we're going to make time for you at the end of the hearing because that is important, too. We hope we can accomplish a great deal this afternoon.

In the past there have been difficulties with employment among veterans, and in the past the Congress has tried to respond through veterans' preference in Federal employment and, of course, with the Emergency Jobs Training Act that we passed in 1983. They haven't worked as well in this area as I would like, and there are ways that we must improve them. But whether or not we can make them better depends on whether or not we get good suggestions on how they can be improved. That's what you are all about. You are here to give us that information. You are here to give us an appraisal of these programs, and if they work well, then we'll go home satisfied. But I have a feeling you are here to tell us something else. So we're going to listen more than we're going to talk. Ultimately we're going to take back to Washington with us information that I hope will be extremely useful as we try to improve veterans' preference and the Emergency Jobs Training Act so that they will work better, will put more veterans to work in the next several months, and ultimately will give you the confidence that Government can respond through good, solid legislation to deal with the problems that we all confront today.

So again I want to thank you, and I especially want to thank Lane for giving me this opportunity to come to Illinois. We look forward to a very productive hearing.

[The prepared statement of Mr. Daschle appears at p. 53.]

Mr. DASCHLE. Our first panel will be comprised of John McGuire, who is with the Office of Personnel Management in Chicago; Mr. Don Lappin of the Rock Island Arsenal who is chief of the law division of the Congressional Affairs Office of the Rock Island Arsenal; Miss Debra Lamb, the office of personnel of the Rock Island Arsenal; and Mr. George Nickolas of the State of Iowa Disabled American Veterans. If those four people will come forth at this time, we will take your testimony.

To the first panel, I know I speak for the entire subcommittee in expressing our gratitude to you this afternoon for taking the time to join us. We will proceed from left to right and begin with Mr. McGuire.

As Mr. Evans said already, we are hoping to confine oral testimony to 5 minutes, so if you will summarize your remarks, the entire text of your statement will be inserted into the official and formal record of the subcommittee.

Mr. McGuire, we invite you to proceed at this time.

STATEMENTS OF JOHN J. McGUIRE, AFFIRMATIVE EMPLOYMENT PROGRAMS MANAGER, CHICAGO REGIONAL OFFICE, U.S. OFFICE OF PERSONNEL MANAGEMENT; DONALD E. LAPPIN, CHIEF, GENERAL LAW/CONGRESSIONAL AFFAIRS DIVISION, OFFICE OF COUNSEL, U.S. ARMY ARMAMENT MUNITIONS AND CHEMICAL COMMAND, ROCK ISLAND, IL, ACCOMPANIED BY DEBRA LAMB; AND GEORGE T. NICKOLAS, EMPLOYMENT CHAIRMAN, DEPARTMENT OF IOWA, DISABLED AMERICAN VETERANS

Mr. McGUIRE. Mr. Chairman, Congressman Evans, I am pleased to have the opportunity to present an overview of veterans' preference in Federal employment and to talk about some of the initiatives we have taken on behalf of this Nation's veterans. As you will see, there is a full commitment to assist those who have sacrificed for their country. Veterans' preference eligibles now constitute 37 percent of the nonpostal work force. This is due in large part, of course, to the Veterans' Preference Act of 1944 which recognized veterans' service and sacrifice by giving them employment preference for Federal civilian service.

The act, as amended over the years a number of times, has a number of important provisions, which include such benefits as preference in employment of nondisabled and disabled veterans; spouses of veterans, widows, widowers, and mothers of veterans; allowing veterans to reopen civil service exams; waiver of physical job requirements; special provisions in reduction in force or layoffs; and job reinstatement rights.

More recent legislation, such as the Civil Service Reform Act of 1978, granted special notification and appeal rights to severely disabled veterans in case the veteran was passed over for appointment from a civil service register or in case the disabled veteran was caught in a reduction-in-force situation.

Veterans' preference is very intricate and we couldn't fully explore it in the time allotted here, but I will certainly touch on some of the highlights of that. Further information on it is available in any Federal agency civilian personnel office and my agency puts out a pamphlet called Veterans' Preference in Federal Employment which gives a very good overview on that.

The basic provisions are that eligible veterans are given 5 or 10 points which are added to their passing civil service test scores, 5 points to eligible nondisabled veterans and 10 points to eligible disabled veterans, as well as certain wives, widows, widowers, and mothers of veterans. The qualified preference eligibles who have compensable service-connected disabilities of 10 percent or more go to the top of the list of eligibles, except for professional and scientific positions at general schedule grades 9 and above.

None of this guarantees employment. What it does is enhance Federal employment opportunities.

For the benefit of both the committee and our audience, I should briefly state what we mean by veteran preference eligibles. For example, we mean individuals who have served in World Wars I and II, persons who served in the Armed Forces from the end of World War II to October 14, 1976, or those who have had a service-connected disability, earned a campaign medal, such as those who served in the Vietnam theater, or certain wives, widows, or mothers.

Generally speaking, since 1976, only those veterans who are entering service for the first time are eligible for veterans' preference, unless they served in a campaign, expedition—for example, Grenada and Lebanon—or incurred a disability in service.

There are other major areas where veterans' preference comes into play. For example, in a layoff or reduction-in-force situation. Employees are divided into three categories and among those three categories they are ranged by classes, with the first class being 30 percent or more disabled veterans, then other veterans, including disabled veterans, and third, nonveterans. Length of employment and level of performance supplement these subcategories.

In a reduction-in-force situation, the "other" category is RIF'd first, then career-conditional employees, and finally career employees. Within each of these categories the nonveterans go first.

Veterans' preference is also part of re-employment rights, disciplinary actions, leave computation, and so forth.

The act has been a resounding success. More than 40 years later, certainly 10 years after Vietnam, for example, when we have 37 percent of the nonpostal work force that are veterans' preference eligibles. The Government, for example, in the nonpostal area, employs over 769,000 preference eligibles.

During the past full fiscal year of 1984, veteran hiring broke down as follows: There were 80,000 preference eligibles and, among this group, 12,000 were disabled veterans, 69,000 were Vietnam-era veterans, 21,000 were hired under the Veterans Readjustment Appointment Authority, and 4,700 veterans were 30 percent or more disabled.

We also developed other initiatives, many of them in concert with other organizations such as the veterans' organizations, the Veterans' Administration, the Department of Labor, the State Job Service, and so on.

Our commitment is further shown in the administration's very active support for the extension of the Veterans Readjustment Appointment Program, of course, of which your committee played a very important role. Because of the favorable results of this program, and because of continuing employment hardships experienced by our veterans, the administration actively supported legislative extension and modification last year, extending it to September 30, 1986, and raising the maximum entrance level to grade 9 in the Federal service. Such appointees were also given appeal rights in case they were separated in their first year of employment.

What has happened as a result of this? Well, it has resulted in nearly a quarter million Vietnam-era veterans being hired under this program, which is a noncompetitive hiring procedure.

In order to ensure that veterans are given the attention they deserve in Federal affirmative action programs, we in the Office of

Personnel Management assumed responsibility for the oversight of programs for hiring, placement, and advancement of disabled veterans in the civil service in 1982. Since then we have moved ahead aggressively in carrying out the responsibility for the disabled veterans affirmative action program.

What is that program? Well, it requires each agency in the executive branch to have an affirmative action plan. We assess about 25 percent of those plans each year. In 1983, when we were first getting it going, our focus was on educating and training at the headquarters level of the agencies in Washington In 1984, we focused attention not only on Washington but on practical results outside of Washington. We are continuing this in 1985.

Here in the Chicago region, which includes Illinois but not South Dakota, agencies know that they can go to us, the veterans groups, State job services, the Department of Labor, the VA and others, in hiring veterans. Within DVAAP we are promoting the use of special noncompetitive appointment authorities for severely disabled veterans—that is, those who are 30 percent or more disabled. This remains a high priority item at OPM.

The overall hiring of 30 percent or more disabled veterans has increased dramatically. For example, over 4,700 such appointments were made in fiscal year 1984, compared to 400 in fiscal year 1979. Over 17,000 such veterans were hired during the period from 1979 through 1984. I might add to my written testimony that we, of course, over the years have had a number of other alternative hiring procedures whereby the VA can certify severely physicially disabled and mentally restored veterans directly to Federal hiring.

Mr. Chairman, I want to assure you that the administration will continue its longstanding commitment to veterans' preference and veterans' employment programs. I will be pleased to answer any questions.

[The prepared statement of John J. McGuire appears at p. 63.]

Mr. DASCHLE. We certainly have some questions for you, Mr. McGuire, but I think before we begin them we will take testimony from the rest of the panel.

As I understand it, Mr. Lappin is accompanied by Miss Debra Lamb, so Mr. Lappin, if you will proceed at this time, we invite you to do so and encourage you to summarize your remarks. We will have the entire text of your statement submitted for the record.

STATEMENT OF DONALL E. LAPPIN

Mr. LAPPIN. Thank you, Mr. Chairman, Mr. Evans. I am Don Lappin. I am in the Office of Counsel at the Armament Munitions and Chemical Command, which is located on Rock Island Arsenal. As you have indicated, I have Miss Debbie Lamb from the arsenal's civilian personnel office with me.

We are honored to have been asked to speak to you on the subject of veterans' preference in Federal employment, since Rock Island Arsenal and its various tenant activities represent the single largest Federal employer in the 17th Congressional District of Illinois. At present we have in excess of 9,000 civilian Federal employees on the island, of which in excess of 40 percent are veterans. For

simplicity, I will refer to the Rock Island Arsenal including all tenant activities.

The civilian personnel office is primarily responsible for applying the procedures established by the Office of Personnel Management, represented by Mr. McGuire, from whom you have already heard. The various methods by which veterans receive employment consideration within the Army are derived from law, administered under regulations and policies promulgated by the Office of Personnel Management. Veterans, like nonveterans, may be selected either through competitive or noncompetitive procedures. Most positions which are filled from outside the current Federal work force at Rock Island Arsenal are filled competitively.

As a general rule, applications will be accepted only in response to an advertised vacancy. Therefore, interested candidates must submit an application in response to a specific job announcement to be considered for employment.

Many job announcements for positions at the arsenal are issued by the Chicago area office of the Office of Personnel Management which receives the applications, rates the applicants, and provides the arsenal personnel office with a certificate of eligible candidates from which a selection or, in some cases, multiple selections, can then be made.

In the competitive selection process, the 5- or 10-point veteran preference is added to an applicant's rating to enhance his or her ranking on the list, if the applicant is otherwise qualified—as Mr. McGuire has indicated. The preference cannot make an unqualified applicant qualified, neither does the preference ensure selection ahead of a nonveteran on the same list. However, it will enhance standing on that list.

The Army is committed to the employment of qualified veterans and the arsenal is engaged in a continuing effort to enable qualified veterans to apply for positions. Job announcements are routinely provided to various veterans' organizations and to local job service agencies to which veterans have access. The arsenal personnel office maintains a telephone recording of existing vacancies. This recording is available 24 hours a day, 7 days a week, and is updated each Monday morning. Some arsenal positions, such as security guards, are generally restricted only to veterans.

The arsenal's established Disabled Veteran Affirmative Action Program is designed to promote the hiring specifically of disabled veterans through strong recruitment efforts and increased opportunity awareness. I understand that copies of this plan have been provided to the committee previously. Recent statistics show that disabled veterans represent 4 percent of the total arsenal work force, which is twice the goal established for both fiscal years 1985 and 1986.

Another indicator of the arsenal's success in recruiting and hiring veterans is the fact that 40 percent of the total work force consists of veterans. I might contrast this with the overall 30 percent that was mentioned by Mr. McGuire.

Federal statutes and implementing regulations afford veterans many benefits in their quest for Federal employment. However, the Federal employment system often mystifies applicants, both veterans and nonveterans alike. The arsenal's personnel office has, I be-

lieve, an outstanding record of properly applying the procedures which are required and of answering individual inquiries from those who do not understand why they were not eligible, qualified or selected for a particular job. It is our goal to maintain these records in the future. We will achieve that goal.

Thank you. We will take any questions you might have.

[The statement of Don E. Lappin appears at p. 83.]

Mr. DASCHLE. Thank you, Mr. Lappin.

Mr. Nickolas.

STATEMENT OF GEORGE T. NICKOLAS

Mr. NICKOLAS. Chairman Daschle, Congressman Evans, guests. The Disabled American Veterans has, on several occasions in recent years, been concerned about the implementation of the Federal Affirmative Action Program for disabled veterans. The Department of Iowa commander, who just recently completed his year of service to the DAV in that position, had been in contact with the Army and with other Government agencies relative to the implementation of a law that, as we all know, has been on the books for several years. But, because of where the Government officials has placed their emphasis, the Disabled American Veterans Affirmative Action Program seemed to have taken a back seat to other programs.

That is not necessarily true of the Federal Government's contracting relationship with its contractors because all Government contracts over $10,000 contain a requirement that contractors have an Affirmative Action Program for disabled veterans and the contractors are evaluated as to how well they implement that program. We find that there is no corresponding requirement for Government managers to implement and enforce affirmative action within the Government—at least not for disabled veterans. All Federal managers, of course, are required to assume responsibility and adhere to the affirmative action programs that are promoted by the agencies.

What the Disabled American Veterans are concerned with—and this is true not only in the executive agencies but also in the Postal Service—is the lack of emphasis by managers on the hiring and promoting of disabled veterans. Many of these agencies have referred lists which are provided Federal managers, these list indicate the number of women and minorities, but do not indicate the number of disabled veterans. I think that is a shortcoming of the implementation of the present law and indicates the difference of emphasis that I have pointed to in my remarks.

I think the people who are responsible for implementing the law before OPM paid lipservice to 38 U.S.C. 2014, and I think the Disabled American Veterans, through their national legislative program, have in recent years asked to have the law strengthen to require Federal managers to pay a penalty, if you will, for failure to implement the program. The resolution emboding the needed changes has passed the Iowa department convention this past Sunday, calling upon Congress to amend the provisions of the code and provide for $1,000 per day penalty to be levied upon the civilian personnel officer, who after notice, has not implemented the

Disabled Veteran Affirmative Action Program. The national organization I understand, will also affirm that resolution, and hopefully present it before your committee in the form of a request for a bill in the next session of Congress.

I see an overall problem here that is not limited to the Federal Government. I think that we are finding a general trend as the years pass and people's memory of the various conflicts dim causing veterans programs, especially disabled veterans program, to take a back seat to other domestic programs. This I saw recently in the Iowa State Legislature where they decreased the value of veterans' preference from an absolute preference standpoint to a lesser preference where they only add 5 and 10 points to the test grade of veterans applying for jobs but have added no other provisions which are similar in the Federal law, such as the provision where disabled veterans would float to the top registers if they were compensable disabled veterans.

I see a falling away from providing preference to veterans, a lack of enforcement of remaining preference laws, and I am concerned about that, as is the Disabled American Veterans and certainly other veterans' organizations. I won't belabor the point. My testimony has been submitted in writing and I will be happy to respond to any questions you have.

[The statement of George T. Nickolas appears at p. 90.]

Mr. DASCHLE. Thank you, Mr. Nickolas, and thank the panel.

Lane.

Mr. EVANS. Thank you, Mr. Chairman.

Mr. McGuire, the special noncompetitive temporary appointment for veterans who are 30 percent or more disabled can be very effective in bringing veterans into Federal employment. You gave us statistics nationally, the 4,700 appointments. What percentage of temporary appointments in the Chicago regional area are converted to regular appointments?

Mr. MCGUIRE. I would need to get back to the committee on the regionwide statistics, but we do have some figures for Illinois itself.

Mr. EVANS. Could you give me those?

Mr. MCGUIRE. Sure. It has worked out that of the 30 percent or more disabled veterans, hires of the last 5 fiscal years, 1979 through 1984, it has been approximately 0.5 percent of all hires. It has accounted for 2.3 percent of all veteran hires. There were approximately 322, 30 percent or more disabled veterans hired out of the new hires.

In terms of disabled veterans generally during that 5-year period, there were 1,689 disabled veterans hired in Illinois by the nonpostal Federal agencies, and those accounted for 2.5 percent of the total hires and 12 percent of the veterans hired.

Mr. EVANS. Those are temporary appointments, I take it. How many of those are converted to regular?

Mr. MCGUIRE. No, the figures that I am giving to you were actually not under any specific appointment authority. They were under all of the various appointing authorities. We could for the record—I could have my agency provide the committee with specif-

ic figures on the ones hired under the special appointment authority.[1]

What we have tried to emphasize with the agencies was not just the use, of course, of one appointment avenue. You have Vietnam era veterans who were hired under the VRA authority who may have been 30 percent. We have a special appointment authority where the VA can certify severely physically disabled veterans. Those are the other alternatives.

Mr. EVANS. OK. Mr. Nickolas has indicated that he is not satisifed with the disabled veterans affirmative action plan. I take it, George, where you work with a lot of people at the Rock Island Arsenal, you're not satisfied with the performance of the program there—is that correct?

Mr. NICKOLAS. Let me say this. As a member of the Disabled American Veterans and also an employee of the Federal Government, I have raised my concern relative to the lack of direction provided by the Army to place the Affirmative Action Program on an equal par with the other programs. The basic comment that my State commander got back was that they are still waiting for agency head direction on the implementation of an Affirmative Action Program.

You know, we keep hearing about 30 percent or greater disabled veterans, but the affirmative action law does not say 30 percent or greater. It says all disabled veterans, with special emphasis for 30 percent. I think that group between zero and 30 percent deserve some additional provisions or at least some emphasis. I think in an Affirmative Action Program we should go out and look for disabled veterans that fill our needs and actually affirmatively hire those people.

In addition to that, I think we should have a program where we write some, if you will, some progression program for them so that they can at least try to catch up with what they have lost by their time away from the employment market and service, and certainly in the rehabilitation stages of their problem.

Mr. EVANS. Then let me direct this question to Mr. McGuire. You testified there are regular meetings held between OPM and the veterans' organizations. I know that is true in Washington. But have those meetings been held here locally on a regional basis, or even on a subregional basis?

Mr. MCGUIRE. Yes, in a number of ways. A week ago, for example, I spoke to a conference of women veterans in Chicago. Next week I will be addressing the Economic Commission of the American Legion State convention, for example.

Mr. EVANS. But I take it you need more input than just giving speeches. I am not knocking the speeches to these veterans' organizations, but what kind of feedback or input are they able to give to you directly besides a congressional hearing? What kind of ongoing meetings are you holding?

Then let me ask a followup question: What procedures do you have in light of this input that you receive to judge whether the

[1] See question 5 on p. 124.

disabled veterans affirmative action plans are, in fact, working satisfactorily?

Mr. McGUIRE. One would be the review of the Disabled Veteran Affirmative Action Program when one quarter of all agencies are evaluated year. We put on training courses for Federal agency personnel and other people. For example, we have courses on veterans preference and related matters which I conduct. In December, for example, we put on a training program on employment of disabled veterans and other handicapped individuals here in Illinois.

A year ago we individually and on an interagency basis, conducted programs to commemorate and reaffirm the Veterans Preference Act of 1944. We provide technical assistance to agencies. For example, we can contract with an agency and go in and put on training programs specifically for the agencies. For example, I have gone myself to defense installations and put on 1-day programs in the subject area for top level management supervisors.

Mr. EVANS. OK. What I'm trying to find out is how does a person like George Nickolas get input into this whole situation? For example, Mr. Lappin indicated that agencies in this area know that they can contact veterans' organizations for assistance in hiring veterans. I wonder if the DAV has ever been contacted by the Rock Island Arsenal or other Federal agencies with requests for such assistance.

Mr. NICKOLAS. Well, we have gotten the announcements of vacancies and we do make an effort to provide those announcements to our members when we get them. I understand there is currently a reduction of hiring—not a full fledged freeze. With this diminishment of activity in hiring, we probably aren't getting as many announcements now.

Mr. McGUIRE. The State job service offices, which have employment services, of course, have disabled veteran outreach representatives and local veteran employment representatives in each of those offices in Illinois and other States. They receive a weekly listing of Federal job opportunity information.

Mr. EVANS. What I guess I'm trying to do is figure out how we can bring you both closer together. I have a pretty good rapport with the Disabled American Veterans here and in Washington, and I wonder how we can open up these lines of communication. If you are dissatisifed with the program, I don't know why you can't have better feedback and input.

I'm not trying to blame you. Maybe it's just a lack of communication. But I'm trying to establish a better rapport and a better line of communications. Do you have any suggestions——

Mr. McGUIRE. Last year, for example, at our commemoration, and to get the feelings of the Federal agencies, we had the then State commander of the Disabled American Veterans of Illinois—Iowa is not in our region so I can't speak to the activities that may have been done in that State—but we had the State commander of the DAV speaking to the Federal agencies on an interagency basis last year. So our own people would hear their thoughts and feelings.

Mr. EVANS. OK. I'm way over my time and I am not really here to dominate, but is there any way, let's say, in evaluating the effectiveness of the Affirmative Action Program at, let's say, the local

DASV chapters or other veterans' organizations could submit comments about the effectiveness? Is that included in the evaluation process?

Mr. McGUIRE. Certainly. Any correspondence or communications that we receive like that go into our agency files, for example, and at the time we're doing evaluations we take that into account when we are reviewing the agencies. So that is one way. We welcome and encourage any suggestions and ideas from the veteran organizations. Here in Illinois, if they have suggestions, they could write me, for example, at the Office of Personnel Management, the Chicago's Regional Office, at 230 South Dearborn, Chicago, IL. 60604, attention: John McGuire.

Mr. EVANS. OK.

I have some other questions which I would like to submit to you in writing, and perhaps to Mr. Lappin and Miss Lamb, and maybe even you, George, and I would appreciate timely answers on those once I formulate what they are.[1]

I would also ask, Mr. Chairman, if it is all right, that this panel stay around in case we have later questions at the hearing.

Mr. DASCHLE. Without objection, they will be requested to do so.

The statistics provided to the subcommittee by OPM show that in fiscal year 1980 11.3 percent of the new hires made at the Rock Island Arsenal were VRA appointments. This dropped dramatically to 1.6 percent in fiscal year 1983, and then to 4.2 percent in fiscal year 1984.

Mr. Lappin, how do you explain these dramatic changes in VRA appointments at the Rock Island Arsenal?

Mr. LAPPIN. At first blush, Mr. Chairman, my reaction would be that the initial high percent was at least partially resultant from a substantial number of applications that we received during that timeframe. I don't have the specifics and we can provide those for the record for the subcommittee as to the applications that have been received since that time.[2] But I believe it is correct to say that the number of applications has fallen off substantially.

Mr. DASCHLE. Does this come as any surprise to you?

Mr. LAPPIN. Considering that VRA appointments is only one of several avenues that are available to Federal managers to consider in filling vacancies, even though the numbers themselves appear to be an abnormality, it is not necessarily surprising. I think to get a total picture—and I believe it would probably take a substantial analysis—one would have to look at the types of positions that were being filled. It may well be that during a particular year when the number was very low that the vast majority of selections were at higher grades or in professional jobs where VRA applications were not applicable. I just can't answer that, sir.

Mr. DASCHLE. I would like, if you would, for the arsenal to examine what causes there may have been and provide us with a more detailed analysis of this situation.

It troubles me sometimes when agencies come before the subcommittee and espouse lofty goals. Then, when you analyze the statistics, the factual information doesn't substantiate the lofty goals.

---

[1] See written committee questions and their response on p. 118.
[2] See p. 128.

Obviously, the analysis of VRA here causes me to be very concerned.

Let me break it out into all categories. With the exception of the percentage of Vietnam-era veteran new hires, all other categories of veterans hires also dropped in 1984. For example, in fiscal year 1980, 27 perent of new hires were veterans. In fiscal year 1984, that dropped to 23.2 percent. Three percent of new hires in fiscal year 1983 were disabled veterans, but in fiscal year 1984 it was down to 2 percent. In fiscal year 1983, only 1 percent of the hires were 30-percent or more disabled, but in fiscal year 1984 it was even down less, to 0.6 percent. That doesn't sound like a very impressive record to me.

Do you have an explanation for that?

Mr. LAPPIN. I have not seen the numbers from which you're quoting, sir. But the figures that we brought with us, the most recent figures, show that with respect to the 30-percent disabled veterans, for instance, since October of last year, our employment rate has been at 4.2 percent, which is back up from the 3 percent that you mentioned, I believe, for fiscal year 1984.

I cannot assess—and I will provide for the record the specific annual employment figures. But we have been tracking and previously, I believe, provided Mr. Evans a couple of years ago some figures on our overall veteran work force percentile, and it has remained virtually consistent at the 40- to 41-percent level. With that consistency, I don't believe that a drop in any period from 27 to 23 percent of new hires indicates that we are not striving to hire and retain veterans.

Mr. DASCHLE. Well, I am concerned about two things. One is the erratic changes that I see from 1 year to the next, but, even more important, is your inability to explain why the erratic movement occurred in the first place.

If I were a personnel director and was very concerned about veterans hires, and I saw an erratic movement from 1 year to the next, it would seem practical to find out why it happened, not wait until a subcommittee came to your town to ask you publicly why it happened.

If you could give me a better analysis in writing of the reasons why that occurred, that, too, would be very helpful. We will keep the record open for that purpose.

Mr. LAPPIN. I would be very happy to.

[The information appears at p. 128.]

Mr. DASCHLE. I have one last question. The Disabled Veterans Affirmative Action Plan for the Rock Island Arsenal which was submitted to the subcommittee includes a long list of recruiting methods. All of these methods have obviously been presented for a purpose. They have been suggested in the full text of Mr. Nickolas' statement.

Have you implemented these methods at the arsenal?

Mr. LAPPIN. I cannot say that all of these methods have been 100 percent implemented. I would be foolish to say that, Mr. Chairman. I will say that the personnel office is striving to make certain that all of them are, in fact, implemented.

We are very personally aware of the plight of the veteran in the 17th Congressional District, as well as the 1st Congressional Dis-

trict of Iowa, since probably half of our work force comes from the State of Iowa. I apologize to the chairman for not being able to adequately explain for the civilian personnel officer the question with respect to the numbers. I can assure you that he is not insensitive or unobservant or inactive with respect to those issues. The chief of the civilian personnel office has continually reassigned people; he looks at his own office to make sure that the people who are working on the program are, in fact, sensitive to the needs of veterans particularly, as well as disabled veterans, and to make sure that positive steps are taken.

Mr. DASCHLE. Let me ask one followup question and then I will turn it over to Congressman Evans.

If that is the case—and I don't question for a moment the veracity of your statement—when was the last time there was a meeting between the chief and his people and the veterans' organizations to talk about veterans hires? Can you give me the date?

Mr. LAPPIN. No, sir, I can't tell you when the last time the chief of the civilian personnel office met with——

Mr. DASCHLE. Was it recently?

Mr. LAPPIN. Do you know, Miss Lamb?

Ms. LAMB. I could not provide you with a date when an instance like that actually occurred. The individual who actually implements this particular affirmative action plan that would include the 30 percent has been working very extensively with the Veterans of Foreign Wars and the American Legion and has been contacting each one of them separately.

We just recently received a listing of all these offices and individuals to contact. She has been making contact with these individuals.

There has also been a letter, a DF, that has been drafted and is in the process of going out to each and every director and office chief at the Rock Island arsenal again stressing the importance of hiring veterans, disabled veterans, and use of the Veterans Readjustment Appointment.

Mr. DASCHLE. Obviously a great deal of communication is lost in print and so much more can be accomplished in face-to-face meetings. I would hope that the arsenal at some point in the near future could invite all veterans organizations to talk about these issues directly. I think it would be a tremendously beneficial opportunity for both sides and I would hope you would take that suggestion back to the chief. I think it would warrant consideration.

Mr. Evans.

Mr. EVANS. Mr. Chairman, I guess I have a frustration here, and that goes back to something Mr. Nickolas said. This is an Affirmative Action Program and we're not asking for quotas. But you say 41 percent of overall employment is veterans, I take it, and essentially beyond that you're not concerned. I don't think that is the idea behind an Affirmative Action Program.

What I have in mind is not a rigid quota of how many people at the Rock Island Arsenal or elsewhere in Federal employment are veterans or disabled veterans. What we have in mind is that we're making actual efforts to bring those people into Federal employment, that we're reaching out to the disabled veterans. That goes to the whole attitude that we see in the Federal Government. It's

just not a quota. We're just not trying to get *x* percentage of veterans in Federal employment. We are trying to reach out to those people, particularly the disabled people that are wounded and disabled as a result of their service to this country, and say "Look, we have Federal employment at the arsenal and elsewhere and these jobs are available to you; we are trying to encourage you to apply." When we see these drops in the numbers, we don't see that as being affirmative action. We see it as being somewhat hesitant action. That is the whole nature of this program, at least for those of us in Congress who support it.

I feel somewhat frustrated, Mr. Lappin, that we don't have that kind of attitude on the part of some of the people that are in charge of the program. I don't want to be unfair or to run you down, but I guess my question is, What is your notion of affirmative action?

Mr. LAPPIN. Well, sir, I didn't mean to convey that because our overall veteran employment level had been at 40 percent that we were satisfied with that and that as long as it stayed at 40 percent we felt we didn't need to do anything and it would take care of itself. I was using that number, I thought, as an indicator that whatever failings we may have had for a particular year or period, the overall level had stayed at that level.

What we are doing at the moment specifically with respect to the 30-percent disabled veterans is several things. We have established a number of upward mobility positions within the headquarters at the Rock Island Arsenal, and at the moment those upward mobility positions, depending upon the nature of the job, the target level for the position can vary. But at the moment we have 32 disabled veterans in upward mobility positions, where they are noncompetitively promoted to the particular target level for the job. They receive on-the-job training, they receive school training, to qualify them for the next promotion level.

As Miss Lamb indicated, even though the chief of the civilian personnel office has not personally done it, his office is in contact with local veterans groups. We do publish announcements with them, as Mr. Nickolas indicated, and we publish them with the local job services. There have been directives put out to supervisors and managers on the installation reminding them of the availability of the disabled veterans file for access to applicants. There is an individual in the personnel office who is responsible for overseeing announcements that come through from various supervisors, to try to marry up requests to fill vacancies with applicants who are in the disabled veterans file. If that individual sees one that looks like there's a match, he or she would contact the individual supervisor to alert them that we have an individual in that category.

Once a disabled veteran gets on the work force, they are allowed to apply for any internal job announcement. They don't have to meet time-in-grade restrictions for consideration for higher grades that would normally be placed on them. As Mr. McGuire mentioned, they are in the last category in the event there's a reduction in force. There are a number of things that are going on on a day-to-day basis within the arsenal's personnel office.

Mr. EVANS. Thank you. I know there is a new command taking place over at the arsenal soon. I will hopefully be meeting with the

general and I will be taking an ongoing interest in this and hope we can improve the performance. Again, knowing that we have had overall employment at the arsenal at 41 percent is a good figure. I want to see it improved in some of these categories.

Mr. DASCHLE. Mr. Nickolas, did you have any response to the comments made before we close out the panel?

Mr. NICKOLAS. The only thing I would like to repeat is that the Affirmative Action Program is not limited to 30 percent or the greater disabled veterans. It is for all disabled veterans. We of the Disabled American Veterans don't want special treatment, but only to be treated equally to any other special minority group. We are not asking for any superior preference—if it is afforded by law, that's great—but we don't want to have any less preference, either.

I think the arsenal's record in some areas is good. I think that disabled veterans may not be treated as well as women. That's just a personal opinion and it is not a reflection on the total picture. But let's not limit it to the Army. I think it is across the board in the Government. Our organization believes that Affirmative Action Programs would not exist without the sacrifices of some of our comrades who have given of their health for our county.

Thank you.

Mr. DASCHLE. Thank you all. We appreciate your comments. We will have additional questions for each of you in writing, and we would ask you return the answers to those questions at your earliest possible convenience.[1] Thank you all very much.

The second panel is Mr. Angelo Terrell, the Assistant State Director for Veterans Employment, U.S. Department of Labor; Mr. Jerry Kessel, veterans employment representative, Jobs Service of Galesburg IL; Mr. Samuel Holmes, Assistant Director of the VA regional office in Chicago; Mr. Michael Bates, the education compliance survey specialist of the VA regional office in Chicago; Mr. H. Blaine Spivey of the Spivey Investigative Services, an EVJTA employer; and Mr. Mark Franck, plant manager of Koopers Co., also an EVJTA employer. If those members of the panel could come forward at this time, we will take their testimony.

This looks like quite a distinguished panel. We are delighted you're here. So that I don't repeat it each time, we would invite you to present your oral testimony and be assured that your entire statement will be a part of the permanent record.

We will begin from my left, to your right, and start with Mr. Terrell.

---

[1]See p. 118

STATEMENTS OF ANGELO TERRELL, ASSISTANT STATE DIRECTOR FOR VETERANS' EMPLOYMENT AND TRAINING SERVICE, U.S. DEPARTMENT OF LABOR, GERALD L. KESSEL, VETERANS' EMPLOYMENT REPRESENTATIVE, ILLINOIS DEPARTMENT OF EMPLOYMENT SECURITY, JOB SERVICE, SAMUEL L. HOLMES, ASSISTANT DIRECTOR, VA REGIONAL OFFICE, CHICAGO, IL, ACCOMPANIED BY MICHAEL BATES, EDUCATION COMPLIANCE SURVEY SPECIALIST, H. BLAINE SPIVEY, SPIVEY INVESTIGATIVE SERVICES, AND MARK A. FRANCK, PLANT MANAGER, KOPPERS CO., INC.

Mr. TERRELL. I would like to say that on behalf of the Secretary of Labor and those who could not be here, I extend their regrets for not being able to give this testimony themselves. However, I would like to thank you for this opportunity to appear today to discuss the Emergency Veterans Job Training Act of 1983.

As you are aware, in August of 1983 the Congress enacted and the President signed the Emergency Veterans Job Training Act to address the problem of severe and continuing unemployment among Vietnam and Korean veterans which had been a major problem significantly higher than that for their nonveteran peers.

The unemployment problem among veterans was more severe when the Emergency Veterans Job Training Act was enacted than it is today. Specifically in the State of Illinois, in certain areas in Illinois, unemployment was running about 20 to 24 percent.

In the month prior to the enactment of the Emergency Veterans Job Training Act, the unemployment rate for all Vietnam veterans was 8.3 percent. Since then, their unemployment rate has dropped dramatically to 5 percent by May of this year. This has exceeded the pace of decline in joblessness for all workers. More than 12,000 Vietnam veterans have found employment in Illinois during the program period. Approximately 630 of these jobs were the result of the Emergency Veterans Job Training Act. Although the program has contributed to employment in the State, the expanding economy has clearly been the basic source of improvement in the unemployment rate. As you know, we have testified in opposition to a bill extending this program.

The Department of Labor was given the responsibility for informing the private sector about the job training opportunities available and the advantages of participating in the program established by the act.

Mr. Chairman, within the Department of Labor, we in the Office of the Assistant Secretary for Veterans' Employment and Training made the Emergency Veterans Job Training Act a priority program. Here in the State of Illinois we have implemented numerous promotional campaigns to reach veterans and employers alike. Briefly, some of these efforts include public service announcements and short movies to attract employers' interest and instruct them on the procedures to apply for the program. Moreover, there have been slide presentations, printed materials and personal visits to employers, chambers of commerce, community organizations, veterans groups and other governmental agencies to promote the Emergency Veterans Job Training Act exclusively.

I am pleased to tell you today that Illinois is putting forth every effort to achieve its goal of 1,428 placements, as well as attempting to make this program a success. The latest data from the Veterans' Administration indicates that through the month of June over 21,400 certifications and recertifications of eligibility have been issued for the Emergency Veterans Job Training Act program. Over the course of this program, more than 1,344 employers have had training programs certified resulting in over 877 actual jobs matches for veterans. As of June 1, 1985, 139 veterans have successfully completed their program, while 491 are still in training. Also, 247 have left the program.

The Veterans' Administration and the Illinois Department of Employment Security have provided support in making this a successful endeavor. They have also provided assistance in marketing the program by utilizing the veterans employment representatives and the disabled veterans outreach specialist.

As of June 1, 1985, Illinois has nearly 900 EVJTA matches. This number could be slightly higher due to the lag time in reporting from the VA computer to the local Job Service office. This is not to say that the VA is not making every effort to notify the Job Service; it is the way the system is set up.

Mr. Chairman, this concludes my statement. I will be pleased to answer any questions you may have.

Mr. DASCHLE. Thank you, Mr. Terrell.

Mr. Kessell.

STATEMENT OF GERALD L. KESSEL

Mr. KESSEL. Chairman Daschle and Congressman Evans, it is an honor to testify at this hearing today.

We received our EVJTA training in October of 1983 and at the same time the local media ran stories about this program. We advertised in or on all available media, sent letters to area employers, explained the program to employers and veteran organizations, put posters up in organizational meeting places, invited employers and employer groups to job service for seminars, and went to employer places of business to explain the program and to develop jobs.

We have 1,600 unemployed veterans in our four counties, and half of them are Vietnam-era veterans. We invited 1,000 Korean-era and Vietnam-era veterans in groups of 30 at a time to a 2-hour group seminar in the months of November and December of 1983, and January 1984.

We went through a training guide step-by-step with each veteran participating. After we completed the EVJTA training, we had a "rap" session wherein we discussed the GI bill, chapters 31 and 34, the VA Work Study Program, the JTPA Program, the TJTC Program, and the various supportive service agencies and organizations. We scheduled many of the participants for job search workshops and signed them up for the general aptitude test battery, and so forth.

Of the 1,000 veterans scheduled for the seminars, 750 attended. Half in attendance were not eligible to apply because they hadn't been unemployed 15 weeks, or were working part-time jobs totaling more than 200 hours during the qualifying period. Approximately

300 applications were taken during these seminars. We have maintained a constant pool of 300 approved veterans under EVJTA.

We gave the veterans booklets and pamphlets and encouraged them to tell employers about this program. They helped us spread the word about the program and bolstered our own employer visiting and job development program.

It takes approximately 2 to 3 weeks for us to get a veteran certified by the VA.

During the first year of the program, employers were cautious because they were skeptical of the 4- to 6-week delay, which we call lag time, in getting their training program certification and funds approval. They knew that if they started a veteran before final approval they ran the risk of not receiving reimbursement. Most of the employers with whom we talked at that time wanted to start someone right away and not wait 4 to 6 weeks in the future.

Currently, employers are more willing to start the veteran immediately without waiting for final funding approval. The reason for this is our approval success rate.

In the past year we have had 35 employer training programs certified for 117 positions with no disapprovals. The past 6 months we have placed 34 veterans in full-time work under EVJTA. We do have 84 positions pending right now waiting for an upsurge in local business. We anticipated business being a little better than what it is today.

RECOMMENDATIONS

The requirement that veterans be unemployed 15 of the last 20 weeks is excessive and should be reduced. Many veterans are faced with loss of car, loss of home, and bankruptcy by then. They need to be offered jobs and retraining sooner, especially if there is no work available to them in their regular occupation.

Part time and temporary work or underemployment should not be counted as employment weeks for veteran application certification. Many veterans are forced by necessity to take part-time work and temporary work in order to feed their families. All too often the part-time hours when added up amount to more than 5 weeks employment and disqualified many of our vets for that program.

APPROVAL LETTERS

The Veterans' Administration should send a copy of each employer training program certification to the appropriate job service office. We assist the employer with their application and training program, but all too often we do not get a copy of the certification for our files and have to ask the employer for a copy.

It is to be noted here that we have had excellent cooperation from the Veterans' Administration in Chicago and we have expressed these feelings to the Director, verbally and in writing.

LAG TIME

The shorter the lag time in processing employer and veteran certification, the greater the interest. Everything possible should be done to cut this lag time down. We have cut the lag time down for

employer applications from 6 to 3 weeks in the last year 1½ years, which isn't bad. Every little bit helps.

ALL VETERANS

Peacetime veterans who served between coflicts, rendered a vital service to their country's mission of global peacekeeping. They, too, responded to their country's call for volunteers. They, too, deserve our country's appreciation in the form of veteran preference and on-the-job training assistance. For these reasons, Congress should consider including all veterans for qualification under this program.

PERMANENCY

This is an excellent cost-effective program that is directed at and for veterans. Congress should consider making this program a permanent program. I cannot think of a better way for Congress to fulfill their established policies of veterans preference for jobs and training than through the EVJTA Program.

I would like to add, using all of our available resources and programs we placed over 450 veterans in full-time work in fiscal year 1984, and again in fiscal year 1985. This is up 100 percent over 1982 and 1983. Our unemployment rate has risen from 2.5 back in 1970 to 25.5 in February of this year. It now stands at 13.6.

In 1983, Congress established that as long as unemployment and underemployment continue as serious problems among disabled veterans and Vietnam era veterans, alleviating these problems is a national responsibility. I couldn't agree with the Congress more. We need all the help we can get to place our 1,600 unemployed vets.

Thank you.

[The statement of Gerald L. Kessel appears at p. 95.]

Mr. DASCHLE. Mr. Kessel, thank you for an excellent statement. That kind of testimony is exactly what we're looking for and we appreciate the insight that you provided.

Mr. Holmes.

STATEMENT OF SAMUEL L. HOLMES

Mr. HOLMES. Mr. Chairman and Congressman Evans, members of the subcommittee, Mike Bates and I are very pleased to be here today to share some information with you concerning the Veterans' Administration activities in implementing the Emergency Veterans Job Training Act of 1983 in Illinois. Grady Horton, our director of the regional office, sends his greetings. He would have personally appeared before this committee except for business which took him out of State.

In August 1983, when we first became aware of the Emergency Veterans Job Training Act, we made initial contact with the Department of Labor and the Illinois Job Service to establish liaison between our agencies. On September 28, 1983, we participated in a joint training session in Kansas City, MO, concerning the implementation of the bill.

We decided that in Illinois the Department of Labor and the Illinois Job Service would be the major point of contact for employers

who are interested in participating in the program. Concurrently, they have the resources in which to provide outreach and job development with employers and they are assigned the primary responsibility of job development and job placement in the State of Illinois.

The VA participated in three training seminars conducted by the Department of Labor for its veterans employment representatives and Disabled Veterans Outreach Program personnel. We also meet frequently with the Department of Labor at the State level. Two VA employees were initially assigned full time for the first 8 months of the program to review the employers' applications and job descriptions, and also to provide some one-on-one training for the VER's who were developing the jobs. Additionally, at the height of the program, a full-time equivalent of eight people supported the program by issuing certificates of eligibility, reviewing the veteran's eligibility once hired, and for vocational counseling. At the present time approximately two full-time equivalent employees are devoted to the Emergency Veterans Job Training Act.

Now, the VA is responsible for processing requests for certifications of eligibility, to determine eligibility, review the training programs and approve the employers, and to conduct compliance surveys at these work establishments.

We are especially proud of the fact that our education liaison representative, Mr. Bates, personally developed two national approvals for McDonalds Restaurants and Montgomery Wards. These approvals opened up close to 4,000 jobs nationwide.

To date, 24,683 applications have been received from veterans requesting certificates of eligibility, of which 21,606 have been approved. We sent the Department of Labor the names, addresses, and claim numbers of every veteran who was approved for a certificate of eligibility to help facilitate their outreach effort. Our Vocational Rehabilitation and Counseling Division provided job counseling to 1,034 of these veterans as to job interviewing techniques, not only for the Jobs bill but for employment in general.

Our latest statistics show that in Illinois 914 veterans have been hired with a total commitment of $3,606,460. Nationally, 33,109 veterans have been hired, with a total commitment of $118,778,330. In Illinois, 1,462 employers have submitted applications and 1,352 of them have been approved. The total number of job slots involved in these approvals is 3,072. Approximately 60 percent of approved employers in Illinois have apparently hired a veteran.

We think that the program has proven more successful in smaller communities as opposed to metropolitan areas.

Mr. Chairman, that concludes my statement. We will be pleased to answer any questions that you or the subcommittee members might have. Thank you.

[The prepared statement of Samuel L. Holmes appears at p. 103.]

Mr. DASCHLE. Thank you, Mr. Holmes.

I understand Mr. Bates is accompanying you and has no statement specifically.

Mr. HOLMES. That is correct.

Mr. DASCHLE. Mr. Spivey.

STATEMENT OF H. BLAINE SPIVEY

Mr. SPIVEY. Mr. Chairman, thank you, Congressman Evans, veterans who are here and other people. I am fortunate to be in this position and speak to the subcommittee today. I am going to make my remarks as a small businessman.

The Emergency Veterans Job Training Act of 1983 has done as much for small businessmen such as myself as it has done for many veterans. In addition to providing a pool of personnel, it has allowed me, as a small businessman, to compete with much larger companies. A growing trend in this country nowadays, and probably for some time, has been to hire local contractors in areas where they can be competitive in pricing and also provide the services. Galesburg is no exception to this. In my case, I have always been confident that we could provide the service but were unable to be competitive in our bidding processes.

My involvement with the veterans job training program and those here locally who administer it have made it possible to expand my business in the recent past and employ two veterans, one of which is a Vietnam veteran and is 100 percent disabled. My company is partial to veterans, with all five of my full-time employees having prior military service. I am also a Vietnam veteran and can sympathize and understand many of their problems and frustrations.

I believe, in my opinion, veterans offer a stable and in many cases a very mature worker who adheres to discipline and respects authority. My involvement with this program has been in this area and on a very small scale by many standards. If those in other areas administer this program as do those here in the Galesburg office, many veterans across this country are going to find jobs. As a result of that, businesses such as mine are going to be able to expand and grow in the near future, thus improving all of our futures.

I might also add that with the involvement of this program I am now into the middle of, I am going to be able to expand and actually create some jobs in this community in the next few months that weren't here and aren't here today. I have expanded from my investigation business into security and that is a perfect opportunity for veterans to get a job. Whether they stay with me forever I'm not really too concerned with. If it is something they can take now, to have some kind of a full-time job, to give them some sense of responsibility, I am certainly going to do everything I can with the help of the local Job Service office, and Mr. Kessel specifically, to provide as many jobs and create as many jobs as I possibly can.

Thank you very much.

Mr. DASCHLE. Thank you, Mr. Spivey. We appreciate your support for the program and your clear interest in the hiring of veterans.

Mr. Franck.

STATEMENT OF MARK A. FRANCK

Mr. FRANCK. Chairman Daschle, Congressman Evans, members of the subcommittee, and attending veterans. I represent a large company with a plant—being the railroad hub that Galesburg is,

the people in this room that are from Galesburg will recognize it as the tie plant. We process railroad ties for the Burlington Northern Railroad.

As a part of our continuing commitment to equal employment opportunity and affirmative action, our company, Koppers Co., the Galesburg plant, has undertaken a commitment to the hiring of veterans.

This commitment has grown from several factors. Our experience at Koppers Co. with the hiring of veterans has been a positive one. The veterans we have hired at Koppers Co. brought with them as a part of their service background a willingness to learn, positive work habits, and self-discipline.

The management at Koppers Co. believes that in order to make our corporate equal employment opportunity effort effective, each Koppers employee must have a sense of personal commitment toward fulfilling our objectives. Veterans deserve a chance at gainful employment and our corporate and individual commitment is to help create a solution to a difficult problem. We at the Galesburg plant are dedicated to help solve this problem.

The Emergency Job Training Act of 1983 has established an incentive to companies to hire the veteran. The reimbursement of up to 9 months and 50 percent of our starting wage is an incentive that cannot be overlooked in these times of economic instability. While costs are continually rising and pricing to customers must be held at past levels in order to remain competitive, companies such as ours must rely on cost-cutting measures and productivity to remain financially strong. The Emergency Job Training Act in the State of Illinois allows our company to hold down the cost of training new employees and gives a financial incentive to hiring the veteran. We will continue to support the local job service in their efforts if this program is continued.

I would like to say that I have worked very closely with Jerry Kessel. I have a couple of statistics here. In 1984 we hired eight employees—we have a small plant of about 61 people in Galesburg. We hired eight employees in 1984, three of which were Vietnam-era veterans. This year we have hired nine employees, three veterans and five Vietnam-era veterans out of the nine. We have found these people have maturity when they come into the job. Our jobs are mostly material handling, running forklifts, heavy equipment, of which the veterans that we have placed have had some previous experience. All in all, they demonstrate the qualities that we are looking for.

You know, when I hire, I try to hire somebody that's going to be around me for about 30 years, because Koppers has been in Galesburg—the plant has been there since 1907. We plan to be there a long time. So when I am hiring people, it is like hiring a member of the family.

We have been very successful. We have one employee here today that wants to say a few words, Mr. Shane. We have been very successful in hiring the veteran.

Thank you very much.

[The prepared statement of Mark A. Franck appears at p. 105.]

Mr. DASCHLE. Thank you, Mr. Franck. It was excellent testimony.

Mr. Evans.

Mr. EVANS. Thank you, Mr. Chairman.

If I could deviate from the proceeding for just 1 minute, we have a representative of Senator Dixon here today, Craig Lovitt, who is a native of Knox County and long involved in Democratic politics here. He is with the Senator's staff and is visiting us today.

Craig, would you stand up, please? [Applause.]

The Senate is out also with the House. This is probably Craig's vacation and he is spending it here with us. I appreciate you giving us your time and showing an interest as far as Senator Dixon is concerned.

I would just like to make a few comments and then ask a few questions. First of all, Mr. Chairman, Jerry Kessel's office here in Galesburg is the No. 1 office in the whole State of Illinois in terms of placing veterans in jobs of all the different State employment security offices. That is coming at a time when this four-county area that he serves has had up to 25 percent unemployment. I think that is an outstanding record. I am sure we have veterans that perhaps need jobs and you can't satisfy everybody, but within the context of the situation here, the economic situation, and some of the delays and problems you indicated that maybe we didn't foresee in the program that I hope we have amended, I think you have done an outstanding job as indicated by Mr. Spivey and Mr. Franck. I appreciate your participation in the program, making an effort to include veterans and doing what you can.

I am pleased to report to you that we have somewhat changed the program. We have extended the program in the House for another year essentially, extended the time that a veteran could apply to December 31, extended the deadline in which that veteran must be enrolled in a job training program to July 1, 1986, and we have gotten rid of the 15 weeks out of the 20 weeks unemployment. We have reduced that to 5 out of the 20 weeks, and we have funded the program for $75 million for another year.

I think this can be an effective program if we have the help of the VA, the local job people, the employment security offices, and the private employers that make an effort to hire veterans. I am pleased to see that here, particularly for Vietnam veterans.

However, I do have some questions about how we might be able to make this more effective. As two employers, could you maybe indicate how we might make it more effective? Obviously, the 2- to 3-week time lag that Mr. Kessel talked about is something I will ask Mr. Holmes about. That is something that could be used to speed up the process. But are there other suggestions that you could give us to make it a more effective program?

Mr. SPIVEY. Frankly, I was amazed when I became involved in this program with the simplicity of it. For example, the veteran that is 100-percent disabled has been dealing with the VA for 3 months now trying to get his dependents changed, to get his additional benefits. He seems to be just pulling his hair out. He, obviously, has a lot more of it than I do to do that, and you had better have a lot when you're dealing with these people when they start to get backed up a little bit.

When I became involved with this program I was a little apprehensive at first because I thought "Here we go, with all this Gov-

ernment paperwork and it will be years before I ever see any of the real benefits from it." That is not the case. It was extremely simple. I think a lot of that has to do with Mr. Kessel's administration of the program, too. But I think it is set up that way.

Getting approved as a contractor or employer was very simple. I don't think I spent an hour in his office filling out the necessary forms. I had spent a little time developing a job description, which wasn't any trouble at all. Then as far as verification on a regular basis, where we sent in for our reimbursement and listing the training hours, one form to fill out and that's all there was to it.

I do think that from a veteran's standpoint, the employee's standpoint, that being unemployed for a period of time can be very frustrating, and the quicker they have an opportunity to get into a program like this and find someone who is going to hire them, the better off they're going to be. Fifteen weeks is ridiculous because you can go bankrupt in 15 weeks. It's very easy to do.

But really, from an employer's standpoint, I think it is an excellent program from an administrative view and I really can't see too many changes in it.

Mr. EVANS. Are you talking to other employers about this program? Have you been able to spread the word?

Mr. SPIVEY. I have talked to just about everybody I am in contact with. I do pass the word along.

I had been aware of it for some time, and yet I was a little apprehensive to get involved in it because of the hassles and the paperwork and I wasn't in a financial position to expand at that time. I learned of it through a veteran that just walked through my door and said "Hire me or else." [Laughter.] He made me very much aware of the program. I was able to get in touch with Mr. Kessel and here we are today.

It is for obvious economic reasons for me in many cases. In addition to that, it is not just the money. Being in business for myself, I find no greater pleasure than hiring someone and giving them a job when they haven't had one in some time. Veterans especially are extremely appreciative of that opportunity to work.

Mr. EVANS. Mr. Franck, any comments or suggestions?

Mr. FRANCK. I would just make a couple of comments.

I guess if we have the No. 1 man in the State of Illinois he must be doing something right. Jerry made it a point—I kind of happened on it because I had been hiring employees and noticed after a while that there were two or three that were veterans and then got involved in the program. Jerry came out with a couple of his representatives, walked around our operation to see what our requirements were, and quite frankly, it has been very easy since then.

I would echo Blaine's comments about some of the dedication of the veterans. They have been through it and they have been out of work for a long time, a lot of times, and quite frankly, the problems you have with new hires, you just don't find in a good share of the veterans. It has been a very positive program in Galesburg for us.

Mr. EVANS. Thank you.

Mr. Holmes, Mr. Kessel indicated it takes 2 to 3 weeks for a veteran to be certified by the VA. I understand that should only take

5 working days normally. Are there any unique problems in Chicago's regional office that would account for this time lag?

Mr. HOLMES. I wouldn't say there are unique problems, Mr. Evans. There are problems. If you will allow me, Mike Bates is here, who is the education liaison representative, the person who is responsible for processing those applications. He can probably give you some of the ramifications involved in processing an employee's application and why some may be delayed.

Would you like to address that, Mike?

Mr. BATES. Congressman, are you talking about employer's applications or veterans', sir?

Mr. EVANS. Which is it, Jerry?

Mr. KESSEL. Actually, both right now.

Mr. EVANS. It takes 2 to 3 weeks for both?

Mr. KESSEL. Yes. Now, the way the employer application works, we mail it, give them about 4 days, and call. In a lot of cases we don't have to give them the 4 days. They call us right back. So what they are doing right now, they are approving an employer application in 7 to 10 days, and then we still have to go to Houston to get the funds obligated. On the veteran's certification application, it takes about 2 to 3 weeks. So we're talking about 3 weeks in both cases.

Mr. EVANS. All right.

Mr. BATES. I deal with the approval of employer applications. I would say that in more than three-quarters of the employer applications we receive they require no further development. They are approved within 3 or 4 days and the employer is sent a letter, as Jerry mentioned. Once the employer gets the approval from our office, it is necessary for them to submit a notice of intent to employ down to Houston, which responds with an assurance that the funds are available to pay.

In terms of veteran applications, we were originally deluged with them, as you can imagine, as all the offices were. It has dropped off quite a lot. We encountered a number of difficulties in confirmation of service. If we, Congressman, do not already have on file confirmation of the veteran's service, it is necessary for us to obtain it. We will attempt, by going to the National Personnel Records Center in St. Louis, to confirm it on our own. We will also contact the veteran and see if it is available.

Mr. EVANS. The DD Form 214, is that what you're looking for?

Mr. BATES. Yes, sir.

Mr. EVANS. So is there a possibility that that veteran, through Jerry, can just submit a certified copy of the DD Form 214?

Mr. BATES. If it is certified by a public official, yes, sir.

Mr. EVANS. A recorder of deeds or——

Mr. BATES. Also, if it is brought to my unit's attention that we have an eligible veteran with an approved employer who wants to be hired, we personally take it to the division which processes those things. We have done that many times.

Mr. EVANS. How can we speed it up even further, I guess is the question. If veterans can be encouraged to bring in their DD Form 214 to Jerry, would that speed it up?

Mr. BATES. If the veteran is otherwise eligible, we can process them within the 5-day timeframe. We have a situation where many

veterans of the Korean war as well as the Vietnam era consequently, have had in the past, VA file or claim numbers assigned to them and don't know what they are. It requires a least a couple or 3 days for our administrative support unit to develop that, so there is an inherent delay there. If we have a good copy of the DD Form 214 and the correct veteran's claim or file number, that would expedite it considerably, Congressman.

Mr. EVANS. Thank you, Mr. Chairman.

Mr. DASCHLE. Thank you.

Mr. Terrell, I would like to follow up with a couple of the statistics you used. I understand 914 jobs have been filled—I have 914—and in your testimony you have 877 actual job matches. Apparently in your testimony you indicate there is satisfaction with that level and that your goal is 1,000; is that it?

Mr. TERRELL. Mr. Chairman, our goal is, for the State of Illinois, 1,428. The reason I expressed satisfaction is because of the problems that Illinois has faced as far as declining economy, employers moving to the Sun Belt, et cetera. For the 900 that we present have on record, we think that we are moving in the right direction as far as fulfilling that 1,428 goal.

In many cases, when the program began, people such as Jerry and other veterans employment representatives went out wholeheartedly to gather employer to support the program, and many employers signed up for the program in hopes of being able to hire veterans in the future. However, with the drop in the economy immediately thereafter, employers, for example, Ampac in Chicago, a meat processing company, signed up for over 50 people, as soon as the program was developed. About 2 months later during the process they turned around and said they were in a layoff status. So when we have an enormous amount of "slots" available, the actual jobs are often not there right at the time of employer application approval.

So we have pushed, and are still making every effort, through the local job service and the employment representatives, in addition to the disabled veterans outreach specialists and our shop, to promote the program to its entirety and exclusively through the chambers of commerce, veteran organizations, and private employers.

Mr. DASCHLE. Every effort. That sounds like a pretty expansive and energetic program. Give me a better understanding of what you mean by that.

Mr. TERRELL. Within our power, since there were no administrative funds, nor any advertising moneys placed in the bill in its beginning stage, as it is now, we had to develop other means of communicating through the veterans' organizations, through our own efforts in going out into the field and contacting the different employers and developing brochures, movies, slide presentations, and different types of campaign media strategies in order to get the message out. And since we did not have funds available, we had to work at our own pace to try to develop these means of support, in order to allow the employers to know that this program is in existence.

Mr. DASCHLE. Mr. Spivey and Mr. Franck, were you contacted on numerous occasions by the Department of Labor urging you to hire veterans under this program?

Mr. FRANCK. No; I wasn't.

Mr. SPIVEY. No; I wasn't contacted by the Department of Labor.

Mr. DASCHLE. Perhaps you can give me a better understanding of how many businesses were directly contacted. Did you keep any kind of records of that kind?

Mr. TERRELL. Personally, I did not, through my department. What we do is we turn a lot of that over to the Illinois Job Service who has a more direct relationship with the employers and the community alike through the efforts of the veterans employment representatives such as Jerry and the disabled veterans outreach specialists and other governmental agencies. We also put together public service announcements, brouchures, organized seminars, and job fairs to disseminate this information.

Mr. DASCHLE. You're talking about here in Illinois; all of this——

Mr. TERRELL. Here in Illinois, as far as our department is concerned. Nationally, the same type of media campaigns were developed and sent throughout the other States. But here in the State of Illinois I know that we did the things I mentioned.

Mr. DASCHLE. I would like the specifics for the record, if you could. I would like to have the complete list of all of the actions taken to back up the statement you just made, the dates, the times, the organizations you contacted, the number of brochures printed. I would like to have a complete listing of the different kinds of outreach programs that you provided. If you could submit those for the record within the next 2 weeks, I would appreciate it very much.

Mr. TERRELL. In fact, when I go back, I will start working on that tomorrow.[1]

Mr. DASCHLE. Good.

I am concerned, frankly, with the Department of Labor's approach to EVJTA. In my opinion, so far it has been an absolute disaster. I hope that what you tell me in Illinois is totally different because that is a very encouraging sign. On the national level, the Department of Labor opposed the bill a couple of years ago, and as you correctly state in your testimony, you are opposed to it again this year. It is hard for me to believe that, in spite of their opposition, they have then turned around and taken an enthusiastic approach to implementation.

When I see the national statistics, I find that 328,000, a third of a million veterans, were certified for employment. But only 32,000 jobs were filled, 1 out of every 10. That tells a veteran that he's got a 1-in-10 chance of using the program after he has gone through all the hoops of signing up and getting certified.

In the Chicago Regional Office, 21,600 veterans are certified, and only 3,000 jobs were approved. Now, that is slightly better than the national average. Then, only 914 jobs, by our accounting, have been filled. That is a miserable record. Out of 21,000 certifications, only

[1] See letter to Chairman Daschle from Samuel L. Parks on p. 116.

914 filled. That, to me, would tell a veteran that the whole program is a sham. That isn't our intent.

The purpose of this legislation is to make absolutely certain that we give these jobs to veterans who need them, that employers know of the program's availability, and that we match those job slots which have been approved with the veterans who have been certified. You have 21,000 certifications and 1,300 employers approved, 3,000 job slots approved, and only 914 jobs filled. There is something wrong somewhere. I would hope that with all the activity you have shown, there is some tangible evidence that what you have done is working.

Now, obviously in this area Mr. Kessel has an admirable record. I just wish there were 55 other Mr. Kessels all around Illinois to carry out what has been done locally throughout the whole State, and ultimately around the Nation. But this program hasn't worked so far.

Now, I don't put it all on the DOL. I think that we have some major changes to incorporate into the bill to make it work better. But when I see these statistics, it convinces me that we have a lot farther to go before we can say with confidence to these veterans that, indeed, this program is working, indeed, they should have some confidence in the opportunities that it presents to them for jobs. I am anxious to see the progress that DOL makes in Illinois in the future.

I would like to ask one final question. When was the last time your office met with all the veterans' organizations to talk about this program, to make sure that from their vantage point it is working as well as it appears to be working from your vantage point?

Mr. TERRELL. I can't say exactly when all of them collectively got together in one room. However, I can say that our staff persons are a part of the veterans' organizations and we work very closely with them. We attend all of the State conventions and other meetings which they have around the State and we take their comments and submit them to our national office for their recommendations.

Mr. DASCHLE. Thank you, Mr. Terrell.

Mr. Kessel, do you have anything to add, any comments that you would like to make?

Mr. KESSEL. Yes, sir, I would like to make a couple.

One is that I feel the first year of this program was a trial period. I think things are really beginning to roll right at the time when they're thinking about stopping it. I sure wish you would give us another year at that.

Mr. DASCHLE. Well, I'm glad to hear you say that. I think you are absolutely right. There appears to be a lot more interest now than there was when the program first began. People are just beginning to realize the tool it appears to be, and with your cooperation and the kind of enthusiastic approach you seem to have in its implementation, I think we can show that it would be a success.

To our two employers, would you use the program again, for the record, if it were extended for another couple of years? Would you have any apprehension about hiring people under the program if it were to be offered again?

Mr. SPIVEY. From what I have said already, I think it is clear that I have no problems at all with becoming involved in the program. It is one of the best ways that I can expand and continue to hire people in this area.

I feel our economy is picking up a little bit. I have noticed some good signs in the last few months. As Jerry said, with this program just getting going, I think we have to keep it going together and they are going to help one another. I plan to try to expand as much as I can in the next year or so, and I will use the program wherever possible.

Mr. DASCHLE. Mr. Franck.

Mr. FRANCK. Yes, we would continue to use the program and hopefully we will have some need for it again next year when we do our hiring.

Mr. DASCHLE. Let me ask one final question: The impression I have, as we have held hearings across the country, is that employers generally were not made aware of the program. They happened across the program in various ways, and it was sheer accident that brought the employers to the program. Yet I hear from Mr. Terrell that the Department of Labor has an ambitious program of public relations that is supposed to be informing everyone.

What would be your guess as to why it hasn't reached employers, who would clearly benefit from the program, such as yourself? What suggestions would you have for greater outreach by Department of Labor to employers such to ensure that more employers are made aware of the program?

Mr. FRANCK. I would suggest personal visits by the local representative. We get a lot of mail over our desk of programs, but if you can personalize it, or if you have somebody that takes the time to come out to the plant and sell the program a little bit, I think that is important. I think it is easier, once you realize what the benefits are to you, and then you have somebody locally that you can discuss it with, call, followup on the employees—you know, we followup on the employees after they are hired out at the plant.

I think it is just like any other program. If you have people that are aggressive and are going to present the program, it is going to work.

Other industries, you know, I discuss it with other people, but it always is good to get a visit from the local office to explain what the program is.

Mr. SPIVEY. Frankly, I don't know how anybody would have found me if they would have looked for me, except maybe the Internal Revenue Service. [Laughter.]

I have to speak from a very small business standpoint. Yet when I also think about it, I get fliers on a variety of things from the Department of Labor. I had been aware of the program. I didn't understand it. I didn't take the time myself to understand it. It was one of those new things and you know how we have a tendency to shy away from new things. Possibly in a lot of their literature that they send out that is not related to this program, if they could have a little logo or something on the stationery or on the envelope, you know "Hire a Vet," that has been an extremely successful statement that is plastered all over everything, something along those lines.

If the Department of Labor bugged me as much as Jerry Kessel has, in a very positive sort of way, and if they were to contact other people in that manner, there would be an awful lot of employers involved in this program.

I have to agree with Mark. I think that if you have someone that is administering the program on a local level that is that aggressive and that concerned—you know, I'm sure he can draw the same amount of money for sitting out there and not doing half of what he has done. So it comes down to people again. I think most employers, whether they are my size, very small, or large, or medium sized, whatever they are, if someone can sit down with them for a few minutes and explain a program like this, you're going to see a lot of people taking advantage of it. They're foolish if they don't.

Mr. DASCHLE. Mr. Kessel.

Mr. KESSEL. The U.S. Department of Labor, which Mr. Terrell represents, did put out good training guides for us to follow on a local office level. We called on the employers in their behalf. They're the ones who told us we should do this. They set up the training, they told us what kind of publicity to run, which we did, and they kept directives coming out on a regular basis. So I feel they did a good job of informing us about this program, training us, and giving us guidance.

Mr. DASCHLE. Mr. Kessel, are you alarmed at all by this large number of certified veterans, 21,000, with the relatively minute number of actual jobs filled?

Mr. KESSEL. Yes, sir, I think the reason we have so many unfilled orders is because we were trying to get the employer to go ahead and put an application in for this training in hopes that his business would pick up. So that is why you have such a disparity between the number actually placed and the number actually submitted. But I think we could improve on that part.

Mr. DASCHLE. I would hope so.

I want to thank you especially for your dedicated effort, your testimony, and the insights you have provided us, the employers and the governmental officials. We are glad you're here. You have given us some insight and we're greatful to you for that.

Mr. Kessel.

Mr. KESSEL. We would like to ask you one favor, sir. In the next panel, veteran Daniel Shane, who works for Koppers, is supposed to be to work at 10 minutes to 4. [Laughter.] I was wondering if you would be so kind as to have him read his testimony first so he can go change clothes and go to work.

Mr. DASCHLE. Absolutely. We'll even drive him to work if it's necessary. [Laughter.] Thank you all very much.

Mr. DASCHLE. Our final panel is Mr. Dennis Bramlett, unemployed Vietnam veteran; Mr. Arturo Floriez, unemployed veteran; Mr. Ross Durbala from the Moline Vet Center; Mr. Charles Flora, Peoria Vet Center; Mr. Daniel Shane, employed veteran; and Mr. Russell Orwig, an EVJTA employee. If those gentlemen will come forth, we will take their testimony at this time.

Mr. Shane, since we understand the time constraints here, we want to welcome you and all the other members of the panel. We are delighted that you could spend some time with us. We would invite you to proceed. I will ask Congressman Evans to call on you

for questions immediately following your testimony so that you will be at work on time. We are glad you're here.

STATEMENTS OF DANIEL L. SHANE, EVJTA EMPLOYEE, KOOPERS CO., INC.; DENNIS BRAMLETT, UNEMPLOYED VIETNAM VETERAN; ARTURO FLORIEZ, UNEMPLOYED VETERAN; ROSS DURBALA, READJUSTMENT COUNSELING SPECIALIST, MOLINE VET CENTER; CHARLES M. FLORA, ASSOCIATE REGIONAL MANAGER FOR COUNSELING, PEORIA VET CENTER; AND RUSSELL ORWIG, EVJTA EMPLOYEE, WARREN ACHIEVEMENT CENTER, MONMOUTH, IL

Mr. SHANE. Thank you, Mr. Chairman, Congressman Evans. I am glad to be here, and I am also glad to be one of the employed veterans. I was unemployed from September of 1984 until April of this year.

Going through all of that, I applied for the GI bill, which I earned in Vietnam and everything, and I liked to have starved my family and liked to have lost my house because I didn't get the money. Mr. Evans had to work that out for me.

I like this program. As I said, it was a Godsend to me. I get emotional. So I just wonder about all the other veterans that I went to school with that have the problem I've got. They didn't all get jobs. Some of them had to quit school. I think something ought to be done in that area. It is not that you can live off of that, but at least you can exist.

Mr. Kessel helped me tremendously. He even gave me a job under the program to help me. You need to do that for everybody, though. I was one of the lucky ones. There's a lot that aren't.

That's basically all I have to say.

[The statement of Daniel Shane appears at p. 105.]

Mr. DASCHLE. Thank you, Mr. Shane. You don't have to say any more than that. That's eloquence at its best. We are grateful that you would be willing to come and say what you did.

Mr. Evans.

Mr. EVANS. Thank you, Mr. Chairman.

I am really proud that you could join us and give us the benefit of your personal testimony. This is really what this whole program is supposed to be about, helping people such as yourself who, if they are just given the opportunity, would work. We are trying to make it better.

I really don't have any questions. I will let you go because you've got to get to work. We want you to hold on to that job. We will try and make it more effective for, as you said, a lot of people that haven't been reached. We appreciate your personal testimony today.

Mr. DASCHLE. How did you find out about the job, if you could just tell us that.

Mr. SHANE. From Jerry, Mr. Kessel. As I said, I was working out there at the Job Service as a continuation of my GI bill while I was going to school. They were holding interviews and everything, so they scheduled me for it and then Mr. Franck decided that I was worthy so he hired me.

Mr. DASCHLE. Was there a lot of hassle?

Mr. SHANE. There wasn't any hassle at all.

The only thing I had, Mr. Kessel stretched the truth a little bit about——

Mr. DASCHLE. We don't have to go into that here. [Laughter.]

Mr. SHANE. What I was saying was certification. I don't know how it is for the employers, but I know it took almost 3 months for my certification to come back. I thought everybody in the world had my records from the service because I had sent them to the VA, Mr. Evans got involved, and we sent them everywhere. It still took 3 months for my certification to come back.

Mr. DASCHLE. Again, Mr. Shane, thank you. If you wish, you can be excused at this time in order for you to get to your job on time.

Mr. SHANE. I thank you very much and I hope this program can be extended for the other veterans.

Mr. DASCHLE. Thank you. We do, too.

We will proceed with the regular order once again and begin with Mr. Bramlett.

STATEMENT OF DENNIS BRAMLETT

Mr. BRAMLETT. Thank you. My name is Dennis Bramlett. I'm a Vietnam veteran. I want to express my thanks for your coming to Galesburg and having this hearing. This is a far cry from the efforts that the World War I veterans had to do in obtaining their rights. They had to walk on Washington. I am proud to be an American and I am also very proud to stand here with the heroes of our society.

I have investigated and tried to obtain gainful employment in veterans preference. Evidently, veterans preference means that you have a preference to an interview, but that's as far as it goes. I feel like a second- or third-class citizen because in my area of Knox County we are confronted with party partisanship in the State and county hires. I have tried to find out about the affirmative action that has been enacted for Vietnam-era veterans. This affirmative action evidently does not put us at any better standing, but we have the right to protest or complain to the Office of Federal Contracts Compliance.

I have written two complaints to the office and I have found out I am not a woman in one complaint, and the other one, I don't have any privileges in being a veteran.

To the State of Illinois I was sent a letter that veterans preference only applies to full-time employment, so any part-time employment does not give us any preference, or any consideration at all.

We are basically being eaten up by affirmative action of other minority groups. We do not hold any grievance against those groups because, as blacks and lots of others, they did go to Vietnam with us and there was a high number of minorities that did get drafted, as I did.

I have applied in the public, private, and other institutions for employment, and I have never seen the affirmative action plan that is enacted by the Federal Government enforced, nor have I seen any of the State statutes that require veterans be given preference when they have defended their country.

That is basically my statement.

[The statement of Dennis Bramlett with attachments appears at p. 106.]

Mr. DASCHLE. Thank you, Mr. Bramlett.

Mr. Floriez.

STATEMENT OF ARTURO FLORIEZ

Mr. FLORIEZ. Mr. Chairman, Congressman Evans, being unemployed for a long time is a situation I do not wish even for my worst enemy. In job hunting, the procedure, treatment, et cetera, is very much alike, whether you are applying for governmental jobs or private industrial jobs.

Take, for instance, the Rock Island Arsenal. Being a previous employee at the Rock Island Arsenal, I was informed to write to Missouri for my transcript of service before applying for reemployment. When I finally received the records, the Rock Island Arsenal took a copy and informed me that I automatically would be notified when a job opened for which I was qualified.

I have never been called or notified, not even to update my records. We are not talking about 2 months but we are talking about 2½ years. On my own, I have updated my records and for quite a while I went to their employment office twice a week, then every week, to look at their bulletin board for available jobs.

Being around the arsenal, I had the opportunity to talk to some of the guys that were hired. Of what they told me, their qualifications did not exceed mine and, on top of that, they were nonvets and, of course, half my age. At Project Assist's job club, a large number of World War II, Korea, and Vietnam vets were complaining that nonvets with the same qualifications were hired, overlooking the vets who were unemployed.

When the Veterans Emergency Job Training Act of 1983 was passed, I, as well as everyone else, hoped that it would make a difference. All of us older unemployed vets hoped that we had a chance, but little did we know that this act would lead nowhere. When going job hunting, I found that the majority of employers had little or no idea of what that piece of paper meant, and they were not interested in knowing about it, either. A few took a copy out of courtesy. That was the extent of it.

A common feature that has struck me during my job hunting is that the places which are taking applications very nicely said that they would get in touch. In most cases, the phone never rang and no letter came in the mail. A few who had the courtesy to respond stated that I was qualified but, unfortunately, was not chosen. Being a vet had no bearing for employment.

I registered at the Davenport employment office as well. There I met great resistance because I was living on the Illinois' side, even though Iowa residents were welcome to apply at the Illinois employment office.

I have attended a week of assessment in Rock Island and followed up with some free seminars. Being bilingual in Spanish, a former supervisor at the Rock Island Arsenal, lineotronics, and in the Army, I did not think that I would have any problems in being

hired. But seminars, acts passed, et cetera, has not been of any help so far.

On any application it is stated that you do not need to put your age down, although it is still required that you put your birth date down. This makes little sense to me and other people in my situation and age group. With most applications, a piece of paper with racial information is attached for you to fill out. It is optional to fill it out, but when you hand over your application to the clerk and it is not filled out, the clerk makes it clear to you that you had better fill it out if you don't want your application to end up in the garbage before it is reviewed.

Few organizations are available to help us to find a job. The people who were sent to jobs by those organizations were for the majority younger, nonvets. Many of us came to those organizations about every day and still were not even called for a job interview. You get the feeling that since you are over 35 there is no reason to try and help you out. Nobody wants to anyway, so why even try.

Here I am, a Mexican, over the hill, and in good health, clean and neat, with a lot of experience and, most of all, very willing to work. But without a job, it is a very disgusting situation.

Mr. DASCHLE. Thank you, Mr. Floriez.

Mr. Durbala.

STATEMENT OF ROSS DURBALA

Mr. DURBALA. Mr. Chairman, Congressman Evans, I want to thank you for the opportunity to address the issue of veterans employment in the Quad Cities area.

As you know, the Moline-Davenport area has been very hard hit by the present economic situation. The Quad Cities industry has been primarily based on the manufacturing of agriculturally related equipment, and with the present state of the economy, agriculture has been one of the areas to be hurt the most. This has resulted in several major plants closing in our area, such as Farmall and International Harvester, and reduction in the work force of several others such as John Deere, Case, and Caterpillar Tractor.

Vietnam-era veterans have been hurt especially hard by these reductions. While it is true that there are laws regarding veterans reemployment rights, most of these veterans joined the military shortly after high school and, therefore, had no civilian job in which to return to. When they did return to civilian life, they found themselves several years behind their nonveteran peers in both education and seniority. Furthermore, during the Vietnam era, many employers would not hire returning Vietnam veterans because they were either considered too controversial or they were unjustly sterotyped as losers and drug addicts. This had the effect of increasing the seniority gap between the veterans and their peers. As you mentioned earlier, since they were the last ones hired, they were also the first ones fired.

Many of these veterans have been employed in either the capacity of unskilled labor or in skilled factory-related occupations, such as machine operators, welders, and assembly work. With the present level of manufacturing being done in this country, these veterans' skills and experiences are no longer marketable as they

have been in the past. With rampant unemployment levels in this country, this situation becomes unbearable for an ever-growing number of veterans.

In the short time that the Quad Cities Vet Center has been established, we have observed that the majority of our clients are suffering from employment-related problems. Many of them are in jeopardy of losing their homes, their cars and their families due to the added burdens of unemployment. These veterans are becoming very concerned about their future as they look for work in their field and find nothing available. They start losing hope of ever getting back on their feet again.

The Emergency Veterans Job Training Act has given many of these veterans the first real sign of hope in obtaining employment stability. In the Rock Island County area, the program has been a definite success for 52 Vietnam and Korean-era vets who are once again working, supporting themselves and their families, and paying taxes.

The program has also been a success for 52 employers who have been able to hire and train hard-working employees that they could not have afforded to hire without the help of the veterans training bill. In light of this, the fact that 52 veterans are now working and being trained for new careers has to be regarded as a successful program.

However, there continues to be a large number of Vietnam- and Korean-era veterans who did not learn about the program in time to register for certification. These veterans need to be retrained in a viable skill area, too. At this time, the need for retraining is critical for many of these veterans, particularly the Korean-era and older Vietnam-era veterans, because they are fast approaching the age where most employers are reluctant to hire them in spite of financial reimbursement for training. Something must be done very soon to help these veterans obtain the necessary skills needed to compete in today's job markets. It is therefore evident that there is a dire need in the Quad Cities area for an extension of the Emergency Veterans Job Training Program. For the Quad Cities, the emergency is not yet over.

In conclusion, I would like to stress that these veterans are not looking for a handout. They are just looking for the opportunity to return to work in order to support themselves and their families. The extension of the Emergency Veterans Job Training Program is essential to help these veterans realize their long-term employment goals.

Thank you.

[The statement of Ross Durbala appears at p. 111.]

Mr. DASCHLE. Thank you, Mr. Durbala. An excellent statement.

Mr. Flora.

STATEMENT OF CHARLES M. FLORA

Mr. FLORA. Mr. Chairman, Congressman Evans, fellow veterans and other friends. One of the enduring legacies of the Vietnam war was to cast in sharp focus the residual adjustment problems of those participants exposed to the trauma of war. The catastrophic stress of all armed conflict in association with the peculiar contex-

tual features of the Vietnam era—lack of consistent and clear military rationale, ambivalent sociopolitical attitudes about the war's legitimacy, and unique military policies for tour of duty assignment and rotation from overseas—provided the individual veteran with no cultural cushion for absorbing shock and left him upon his own resources for integrating painful experiences.

Under these general conditions, large numbers of veterans surfaced, 6 months to several years after their return home, showing the signs of war-related problems. Of the total number of veterans who served during the Vietnam era, a significant number suffer from posttraumatic stress disorder, the more disabling reaction to traumatic war experiences. Within an overall condition of confused understanding and personal stigma, the veteran continues to struggle with painful repetitious memories, reactive emotional distress, and angry acting out behaviors. Through these symptoms, the remnants of catastrophic experience intrude upon all aspects of the survivor's social involvement: marital, parental, recreational, educational, and vocational.

In 1979 the Veterans' Administration, through the initiative of the Congress, established Operation Outreach as a national programmatic response to problems of postwar social and personal adjustment among Vietnam-era veterans. Currently consisting of a system of vet centers spread across the country, Operation Outreach's professional task is to move from outreach to psychotherapy in addressing the needs of veterans and their families. A social service agency with the capacity to provide more structured counseling to individuals, groups, and families, each vet center represents a symbolic slice of Vietnam cut into the contemporary community landscape. Within a safe but strategic environment, veterans are enabled to retrieve and integrate prematurely shut out experiences and to construct meaningful identities as Vietnam veterans.

Since the program's inception, over 350,000 veterans have been seen for professional service. Locally, the Illinois vet center in Peoria, IL, with which I have professional affiliation, has served well over 1,000 veterans. Of these, approximately one-third have communicated vocational concerns as important aspects of their presenting problems.

Vet center staff respond to vocational problems through a series of strategic professional activities—outreach, community networking, education, referral, and structured counseling toward attitudinal change and interpersonal skill development. The focus of readjustment counseling service is, by design, aimed at overcoming military related readjustment problems that interfere with the veteran's successful employment status.

Although indispensable for preparing veterans for entering and maintaining employment positions, a counseling program is never by itself sufficient to impact the larger socioeconomic structure of a community. Legislative action within the democratic system provides the universal cutting edge for altering community relations and attitudinal patterns in securing entitlements for targeted interest groups. For example, the veterans preference program has resulted in significant numbers of qualified veterans joining the ranks of our own program in addition to other Federal positions.

The Emergency Veterans Job Training Job Act of 1983, however, presents a more problematic picture. The bare statistics of 600 certified veterans in this area—and that's the Peoria area—and only 32 local job placements, suggests a disappointing story. This, however, would be a misleading story because the numbers do not reflect a recent positive jump of inertia in the last few months. From a slow start in an obviously depressed Peoria economy, the program has begun to gain movement in a favorable direction.

Another significant adjunct to vet center programs derives from the June 27, 1984, agreement between the VA and the Department of Labor which prescribed the outstationing of Disabled Veterans Outreach Program staff, or DVOP, at vet center sites. During the period from January 1, 1984, through March 31, 1985, a DVOP was placed full time at the Illinois vet center in Peoria, IL. The following veteran client traffic was recorded:

Over 500 Vietnam-era veterans were interviewed for vocational purposes; 400 were referred to vocational support facilities; 250 were referred to employment situations; over 500 contacts were made with employers; and 75 successful placements were made. Again, that number of 75 is the Peoria community.

We remain in gratitude to those national and community leaders who have expressed understanding and respect for Vietnam-era veterans. Although veterans have unique and significant problems, as a group they are not mentally ill or permanently disabled. Not unlike other community members, the bedrock of a veteran's self-esteem generates from meaningful and productive work.

Thank you.

Mr. DASCHLE. Thank you, Mr. Flora.

Mr. Orwig.

STATEMENT OF RUSSELL ORWIG

Mr. ORWIG. Thank you, Mr. Chairman, Congressman Evans.

On November 4, 1978, after using the majority of my VA benefits, I was involved in an aircraft accident which left me with third degree burns on 63 percent of my body and permanently and totally disabled.

During the period of my recovery I was receiving 100 percent Social Security disability benefits. After my recovery, I decided it was time to begin working again. But I saw myself as starting over. I had decided that I wanted to work with disabled individuals. I completed a 4-year college education and before continuing my education I felt the necessity to receive some type of on-the-job training to gain some expertise in my chosen field.

I went to the Galesburg Job Service in January 1985 to seek work. Because I was a veteran, I was interviewed by the veteran employment representative. After taking down all of the necessary information, Mr. Kessel, VA's representative at Galesburg Job Services office, advised me of the Emergency Veterans Job Training Program and referred me to several social service agencies that might have a desire for training someone to help the disabled.

I am happy to say that as a result of the Emergency Veterans Job Training Program I am gainfully employed. Within 2 months I started work with Warren Achievement Center, Monmouth, IL, as

a case coordinator in the family support unit, working with developmentally disabled individuals. In the 3 months that I have worked in this position, I have found it to be very rewarding.

I feel that the Emergency Veterans Job Training Program is a valuable tool in assisting both veterans and the companies that hire them. Not only does it provide incentive for a company to hire a veteran, but it also helps the company offset the cost of training a veteran who has the desire and capabilities of performing that job but does not necessarily meet the requirements to fill the position.

I thank you.

Mr. DASCHLE. Thank you, Mr. Orwig.

Lane?

Mr. EVANS. Thank you, Mr. Chairman.

Mr. Orwig, we are real pleased that you have been placed. We had Mr. Shane earlier who was also placed. I guess what I would like to focus on in the few minutes here is what we can do to place more veterans in jobs.

First of all, maybe we could use this forum a little bit for public education about the two vet centers that serve my district, and since we have a new one in the Quad Cities area, I wonder if you could maybe tell us of your catchment areas, the areas you will be serving in the Quad Cities and in Peoria because I'm not clear yet myself exactly.

Mr. DURBALA. At the moment our catchment area is going to be the whole eastern half of Iowa, from about Grinnell on over, then to about Galesburg on the Illinois side.

Mr. EVANS. To Galesburg, or including Galesburg? You haven't firmed that up yet?

Mr. DURBALA. We haven't firmed that up yet.

Mr. EVANS. OK. I know Peoria heretofore had the entire downstate region. I guess it had 225,000 Vietnam-era veterans in the service area. We are real pleased that not only do we have a storefront center in the Quad Cities area, but Springfield as well, I guess, and another one in the Chicago area.

Do you know what areas basically of west central Illinois and so forth that Peoria will be serving now that these new ones will be coming in? I don't know when Springfield opens, either.

Mr. FLORA. It isn't absolutely firm, but it will come this way to Galesburg and will go down to Springfield and again over to the Indiana border. Our original catchment area was, as you say, the whole of central and southern Illinois. St. Louis traditionally picked up a lot on the other side of the river, also.

Mr. EVANS. So that's not quite firm yet. We will be wanting to know that as soon as we can so we can put out the word where veterans from Galesburg, for example, will be referred to.

I think there is a cycle involved—and you probably see it on a daily basis—of veterans who lose their jobs, thus having Post-Traumatic Stress Disorder problems triggered by the loss of their jobs, and thus, because of the stress caused by that, and then the loss of the job and the problems associated with their service in Southeast Asia, then having trouble getting jobs.

Can you advise us that this is a phenomenon you are seeing, and secondly, what do you try to do to correct those problems?

Mr. FLORA. This is a phenomenon also. I spoke in the paper about attitudes. We still have some community attitudinal work to do. I think it is a lot better than it was. I'm not talking hard data, but it is a lot better than it was. There is some prejudicial attitudes concerning Vietnam veterans, but it isn't anything like it was when we first started.

But that thing can cycle, too. If we send out a veteran, after doing a good deal of ground work, and they have a bad attitude, they're going to come back and we're going to get a bad attitude and it's going to cycle, so we have got to do a little more work.

Mr. EVANS. Do you have the same experience in the Quad Cities?

Mr. DURBALA. There is a definite problem. We haven't been established that long, but as I mentioned earlier, most of the people we're seeing right now, that is a definite part of the problem. While they're working it's a lot easier to mask what they're going through. When they are no longer working, they have all that extra time on their hands and they can't find anything else, then some of the symptoms start to surface.

One of the problems in our area is the fact that most of the industry seems to be shutting down up there. It is becoming a real problem.

Mr. EVANS. You're just starting your staff. Are you going to have a DVOP officer as well on the staff?

Mr. DURBALA. We're trying. We're going to try.

Mr. EVANS. Mr. Floriez and Mr. Bramlett, I guess in many ways you're indicating that a lot of employers don't even know about the program, that it even exists. But in addition, have employers who might know of the program given you reasons that they don't participate in it?

Mr. BRAMLETT. Yes, sir, I have a friend who took the VJT Program to the St. Louis area and tried to obtain employment, seeings how he felt there wasn't anything in this area. He said he basically got laughed out of the building because JTPA is a lot faster and the paperwork is immense, supposedly.

Mr. EVANS. The processing delays, in other words?

Mr. BRAMLETT. Right.

Mr. EVANS. So you have run into those kinds of problems as well as—I think Mr. Floriez has indicated there are just employers that are unaware of the program.

Mr. FLORIEZ. There are no employers aware that I went to. Believe me, I went since this program has started. And everywhere I went, these people were not aware of it at all. And when I spoke to them about it, some didn't even want to talk about it because they were afraid of the paperwork that would be involved. I made it very clear how to go about taking care of this and their reimbursement and all. I asked them to take a copy of it. There were very few that took a copy, and that, like I stated, was just out of courtesy and no more.

I was not aware that these people were not aware of this. I thought the employment office had notified the employers in the county about this. But that was not the case because everyone I spoke to wasn't even aware of it.

Mr. EVANS. Well, we will take an ongoing interest in both your individual cases. We will also see what we can do to promote it

maybe at a district level. I haven't really figured out exactly how I can do it, but maybe there are some ways I can use my frank or whatever to promote it to the employers that we have on file within the district. Perhaps some of the speeches I will be giving to business organizations, I can bring that in and promote it.

I don't think there probably is any better way of promoting it than the testimony of actual employers themselves, but I hope that the VFW and the VVA and other veterans organizations will also help me promote it. I would be glad to take any suggestions you might have.

Mr. BRAMLETT. I made a personal trip to Chicago to talk to the Department of Labor about the problems I was having. I made an appointment several weeks ahead of time, confirmed my appointment a couple of days before, and when I arrived in Chicago the director had left.

Mr. EVANS. Well, we will look into that. The next time you go to Chicago, call me and he'll be there.

Mr. BRAMLETT. Thank you.

Mr. DASCHLE. Mr. Durbala and Mr. Flora, I would be interested in knowing if you have detected any increased frustration by those who sign up for the program, are certified for jobs, and in spite of the certification have not found any jobs. Has that been a point of conversation with any of the veterans you have talked to?

Mr. FLORA. Unequivocally, yes.

Mr. DASCHLE. Elaborate a little bit, if you would, please.

Mr. FLORA. Part of the way a vet center is organized is to provide a casual dropin kind of center, where Vietnam-era veterans who perhaps haven't, for a number of different reasons, haven't had an opportunity to sit down and engage in conversation with themselves. So it is very easy, not even in a professional interview kind of context, it is very easy when casually walking back and forth in the vet center to hear endless frustration, endless talk, about the job situation.

Certainly I couldn't quote some of the gentlemen here at this kind of a setting, but yes, it is very obvious and it is strongly stated. There is a lot of frustration.

Mr. DASCHLE. Mr. Durbala?

Mr. DURBALA. Besides that, a lot of these veterans have looked on this as maybe being the answer for them. When they do and they go all out and try to find an employer who is willing to take a look at them and take the chance on them, they do get very frustrated. It's like it's their last hope.

Besides that, a lot of the employers—it is hard to explain, but a lot of the employers mention that they don't know about the program and they haven't heard about the program, when in fact they have been told several times. But until the right person walks in the door, it is nothing they are interested in. When that right person walks in the door, it is like they have heard of the program for the first time.

Besides that, there was the problem with the lengthy waiting period between the time the veteran initially files his certificate of eligibility until the employer got his authorization to hire that individual. There was a long gap there and a lot of employers, when they needed somebody, they needed somebody now and not several

weeks down the road. Consequently, they hired them through one of the other programs like JTPA.

Mr. DASCHLE. I have been troubled ever since I was provided with the first set of statistics—and they seem to be borne out everywhere we go—that you have a huge number of certified veterans, you have a large but not nearly so large number of employers and job slots approved, but when the number of actual jobs filled is a fraction of those slots approved, employers approved, and especially veterans certified.

In your view why does this situation exist?

Mr. DURBALA. Jerry Kessel mentioned earlier, when the program first came out they had tried to talk to these employers, to get them to sign up for the program. "If you don't need somebody right now, you're going to be needing somebody here very soon. Sign up for the program now. You will be certified and then you will be all ready to go when you're ready to hire somebody."

Well, the problem was, since then the economy took an even stronger nosedive, so when they had planned for hiring about 30 people within a couple of months, all of a sudden they were at the point of laying people off. That created a big difference right there.

Mr. FLORA. Obviously in Peoria, IL, where everything is geared up for Caterpillar Tractor Co.—I mean, that's a huge bomb. If it is not going well for Caterpillar Tractor, it is not going well.

But that aside, my understanding is that we were understaffed in terms of DVOP's. I had a DVOP but I don't have one now. I think it is essential because the VA portion of the program is, four people, for a great number of counties to provide professonal and paraprofessional services for war trauma problems.

Now, when the DVOP is placed there and he or she can do the salesmanship part of it, and do it well, then we've got that interface with the Department of Labor and we've got that interface with the community that we need, and then it can move.

I had another point, but I've lost it.

Mr. DASCHLE. We will keep the hearing record open. [Laughter.]

Mr. FLORA. It will come back.

Mr. DASCHLE. We are quickly running out of time. I have some additional questions that we would like to provide for the record for you to answer, if you will. We want to leave the final segment of our hearing as an open forum and I want to ensure that the balance of our time is for that purpose.

I want to thank our panel members for their excellent testimony and the insight you have given us. We applaud you for your participation this afternoon.

Mr. DASCHLE. The next 20 minutes will be designated for a program that isn't often used in formal hearings, but it is often used in what we call field hearings.

Our whole purpose really is outreach in this effort. So often it is difficult for people to come to Washington. It is not quite so difficult for Congressman Evans and the staff and I to come to you. While we know of many who wish to present formal testimony, oftentimes we aren't aware of others who wish to present remarks as

---

[1] See p.—.

well. So we want to leave the remaining time until 4 o'clock for that purpose.

If anyone has additional comments, we invite you to go to the microphone and we will take questions one at a time. You can simply stand in line. Let's have three standing at a time, so we don't overcrowd the mike.

If you will identify yourself for the hearing record, and give your place of residence, we will begin at this time.

Mr. PERDUE. My name is Robert Perdue. I live in Galesburg.

Mr. DASCHLE. Given the interest, I would also encourage brevity. But obviously, you're more than welcome to proceed.

Mr. PERDUE. I went through Mr. Kessel's job program. I went to some 15 or 16 employers and nothing ever did happen of it. In the interim I talked to the VA and I said something about going back to school. He said fine, apply. So I did apply. I got a letter from the VA stating I have an original net entitlement of 45 months to go back to school.

Based on that, I decided to go back to school. Eight months later, the first of January, I got a letter that I had been canceled. No reason, no nothing. You've just been canceled.

My wife and I lived on 20 percent heating fuel in our tank for the rest of the winter because I couldn't find a job. I didn't end up in the spring with a part-time job. I have been making it on my own since then. I did write Mr. Evans a letter and he was nice enough to write me back and tell me that they had voted it down and canceled any GI benefits to go to school.

If I had known this previously, that it was only a year's program, I wouldn't even have applied. As I said, the letter states 45 months, not could be, not might be or whatever. It is 45 months.

Thank you.

Mr. DASCHLE. Thank you. We appreciate that.

Mr. EDWARDS. Mr. Chairman, Congressman Evans, my name is George Edwards and I'm from Sterling, IL. I am with the Illinois Disabled American Veterans.

I found that the Job Service of Illinois has done an excellent job. Most of their offices have a veterans' representative, and most of them are from the Vietnam-era and a lot of them are disabled Vietnam veterans.

They go to the employers. They screen the potential employees and they test them, aptitude tests and so forth. This seems to be working real good. At the arsenal, which hires a large number of employees, maybe it would be appropriate that in their personnel office or employment office to have a Vietnam-era disabled veteran to concentrate most of their time to other veterans, because all veterans have a bond, regardless of which war we served in, we have a bond together and we look out for the interests of one another. This might be an appropriate situation.

Now, at the VA regional office, they have the attitude that you might be eligible for different benefits but you have got to file an application with them. They are not going to seek you out for compensation, medical care, jobs or anything else. You're going to have to take an application to them. Maybe if they would have a disabled Vietnam veteran and so forth as a representative in their office, maybe that would help some, too.

Thank you.

Mr. DASCHLE. Thank you.

Mr. NICHOLSON. My name is Tim Nicholson from Savanna, IL.

I would like to say one thing. Being the only one probably here from the Savanna area, the Vietnam-era veterans—and I, myself, am a veteran from Granada and Beirut—when you try and apply for a job at either the Rock Island Arsenal or the Savanna, Illinois Army Depot, one thing they say to you is you have to be a Vietnam veteran, which is OK. I went to the Savanna Army Depot to apply and they said the same thing.

Similar to the day or two I was there, a civilian went in, had never been in the military; he was given an application for employment and he was hired a week later. Now, I went up to make a complaint and said "Why was this man hired who is not a veteran?" I said I was a veteran. I said there was another man up from the Vietnam-era. I said we were both told you couldn't be hired. I said why was this man hired? She said, "well, our records show that he was employed here some time ago." I said we were both employed here and they told us that wasn't good enough.

I was just wondering if there is anything that could be done about that. It has been noted from Mr. Goodall over there from the Job Service, from the Moline area, that there have been several veterans from the Savanna area and the surrounding areas that have been getting the same kind of treatment from the Army Depot.

Mr. EVANS. You are outside of my district and I don't want to slough you off, but the way I understand the law is that it does apply to veterans of Grenada and Lebanon if they have a battle—Could you answer that, Mr. McGuire? You could probably do it from one of these microphones here so that people can hear you.

If you are not receiving help, we can refer you to Lynn Martin. I would be glad to do that. I think you're out of my district.

Mr. MCGUIRE. As someone who has served in Lebanon or Grenada, you would be entitled to veterans preference in Federal employment, but you would have to be on a Civil Service register and within reach on that register. If you weren't service-disabled, you would have five points added to your passing score on anything for which you would qualify. Then when Savanna or the Rock Island Arsenal would be using that register, if your name was high enough within reach, they could hire you.

The prior employee of the agency, veteran or otherwise, has reinstatement—many of them have reinstatement eligibility under Federal law and they could hire that person directly. Had you been a Vietnam-era veteran with no more than 14 years education or else service-disabled, they would have been able to take your application and hire you directly at either of those places.

Mr. EVANS. Mr. Nicholson, if you would, before you leave, talk to Ginny here, as would the first gentleman who went sent the letter back to, we would like to see if we can't go a little farther with your cases. I can't promise you anything but these are kind of individual matters. In your case we would probably refer it to our colleague from the district above us. But we would be glad to do that.

Mr. NICHOLSON. Thank you.

Mr. BIVIN. Mr. Evans, I would like to direct my comments to Mr. Lappin. The reason I am addressing Mr. Lappin is I have a letter in my possession that was sent to you in reference to a problem I had with the hiring practice of the Rock Island Arsenal.

I think something is fishy in the personnel office at the Rock Island Arsenal. How many of you feel that way?

[Applause.]

I'm going to keep my comments strictly to the trades because that's my business. I am a licensed electrician———

Mr. DASCHLE. Excuse me, sir. Would you identify yourself?

Mr. BIVIN. My name is Dan Bivin.

Mr. DASCHLE. And your address?

Mr. BIVIN. From the Quad City area, Hampton, IL.

About 4 weeks ago there was an opening at the Arsenal for electricians—four to be exact, I believe—pipefitters, and some other trades people. These positions were not done on a competitive exam. My understanding is the applications were taken and were reviewed by people in that department.

So what does the veteran's points mean to me? I am a past Federal employee and a Vietnam-era veteran. They don't mean beans to me. Because if they can come up from the shops and their buddy wants a job, or some relative wants a job, they can get any grade on that exam they want.

Now, I received an 83 on an electrician's exam—which is a real insult, and that included my five veteran's points. I am a master electrician with 20 years experience.

On his response, it says "Mr. Bivin's application does not reflect completion of a formal apprenticeship, nor does he reflect possession of a journeyman's card." I don't think Mr. Lappin knows what a journeyman is. A journeyman is a technical name given to a union electrician. Does that mean I have to be affliated with a union to work at the Arsenal? I'm a master electrician. Journeymen work for me.

[Applause.]

He also states in there that I did not give the time, the periods or dates that I worked at my employment. It's here. Here are my dates. He also states, besides questioning my ability to be an electrician, if I am licensed in the State of Illinois. I am licensed and registered with Illinois Power and Light.

Mr. EVANS. Sir, Mr. Lappin probably should be given some opportunity to respond, although I don't know if he has any information specifically—he probably has hundreds of cases. I don't know if he has specific information right at hand to deal with your specific allegations.

Mr. BIVIN. By the way, my application did state I am a licensed electrician, and if he knew what a licensed electrical contractor was, he would know that journeymen work for me. He signed this.

Mr. EVANS. Well, I agree he may have signed that. I don't know if he knows exactly the case in front of him.

Mr. Lappin, if you have a response, or if you can get us the information, we can get together with you again and see if we can work out this problem. I don't know if you have a response at this time, but I think you should be afforded an opportunity.

Mr. LAPPIN. I don't want to take—you're on a short fuse, OK.

I would invite Mr. Bivin to come either directly or back through you, at his preference or your preference, and we will once again look at his application. But I do not remember at hand the details. It was a matter, recollection tells me, that the application that he submitted did not—and it was re-reviewed after we got your inquiry—did not accurately and adequately express, at the time it was submitted, everything which he told you in his inquiry to you. It was rated at that time—and correct me if I'm wrong, sir—but if I remember, the bottom line on that response is, if you could please resubmit additional information, it would be reevaluated and the next time there was a vacancy, if it changed the rating, you would be in line.

Mr. EVANS. How about this——

Mr. BIVIN. This was received on June 22, OK?

Mr. EVANS. Just a few days ago.

Mr. BIVIN. That doesn't do any good for the four positions that were filled at that time.

Mr. EVANS. Let me suggest this, that you work together with my staff and we will see if we can help you submit the additional information.

Are these positions still open at this time?

Mr. LAPPIN. I believe not, sir.

Mr. EVANS. You believe not. Were they noncompetitive positions, as he has alleged?

Mr. LAPPIN. No, I believe they were filled on a competitive announcement.

Mr. BIVIN. Not an exam. They strictly graded you according to what your application had.

The other complaint, as long as I've got this mike, because others have had the same problems I have had——

Mr. EVANS. I realize that, sir, but you must realize there's about three people behind you, too. I don't want to divide time between people, but I would like to work with you on an ongoing basis. But go ahead and finish your point, if you would.

Mr. BIVIN. The other point is that it seems like two things—either the arsenal disqualifies you because they say you're not qualified, or they disqualify you because they get a grade not based on a competitive exam basis to get you out of there. That's what I observed.

Mr. EVANS. All right.

Mr. ROBINSON. Congressman Evans, my name is Clarence Robinson. I'm from Galesburg here. I was just recently retired from the Army at 100 percent disabled. I am Mr. Spivey's problem over there.

Some of the experience I have had with the unemployment problem, I went in the military at 16 years old and that's where I was at my whole life. I dropped out of high school. I had 2½ years in Vietnam.

Upon my discharge for medical reasons, I went to the unemployment office here and was told that I had to wait 6 weeks to draw unemployment because that was Federal law. Now, we have a soldier who has spent most of his life in there, or just 3 years, gets out and comes to an area like this because he has no other choice, it's the only area he knows, and he must wait 6 weeks to draw unem-

ployment. Five of that is Federal Government requirement and 1 is the State of Illinois requirement.

What is he supposed to live on for these 6 weeks, his family? Evidently that's what it comes to.

I wrote you a letter in December, and I have been in your office here four times, and evidently the letter got lost or something happened. Also, on the Federal employment, if you check in the phone book, you call the number in Chicago and it has been disconnected. They don't want to take any more toll free numbers.

Again, as I said, I am 100 percent disabled. I was told by the doctors the day I left the Army that if I was alive a year from now I would be a very lucky person. That was 8 months ago. But yet you cannot apply for a job for 6 months in the Federal Government. It doesn't make a lot of sense. I wasn't a four-star general, so therefore I can't buy $600 ashtrays from some company that sets me up when I get out.

My retirement pay, had I stayed for 20 years, would be around $700 a month, so that is not really a big benefit. But with the 100-percent disability, I do a little better.

I am scheduled by the Veterans' Administration to be reexamined in October of this year, which I guess I have to go to Iowa City to be reexamined, to see if I'm still a 100-percent disabled, which they tell me they don't know how they can decide that because of what I have. But yet, in April of next year I then have to return to the Army to be reexamined again to see if they want to take me back in. To me, that's double paperwork and they don't want to get together on it. By the time they send me back to the Army and pay for the examination, it seems to me like they're doing two times the work on our tax dollars.

Mr. EVANS. That's one of the reasons I left the service. [Laughter.]

Mr. ROBINSON. Believe me, I love it, and I would go back today if I could. But something needs to be done on this.

I have some other things, like agent orange questions. This judge in October ruled that, one; cancer is not acceptable in the agent orange claims, and two; if you have not applied for an agent orange claim by October of 1984, you're out of luck. Well, I was operated on, on October 6, 1984, so I guess that rules me out. But if you read the pamphlets put out by agent orange, it takes 10 years from the time you're exposed to agent orange for it to develop in your system. My doctors told me my tumors have been there for 2 to 4 years.

Mr. EVANS. That is a little abreast from the field hearing that we are holding on employment problems——

Mr. ROBINSON. If I had an answer from your office, I wouldn't have brought it up.

Mr. EVANS. OK. But you will have an opportunity, perhaps if we can break here, to talk to the expert on agent orange, Tom Daschle, and I would be glad to talk to you. But we would like to focus at this time about employment programs and then we can talk to you before we have to leave.

Mr. ROBINSON. I have one other question.

Also on the disabled veterans, according to the job service information that comes out of Chicago, a disabled veteran, if there's an

open vacancy, is not required to be tested. He can be placed into that job without testing. But every time I apply, I send in my paperwork, and I am tested. Then I never hear anything. I can't understand why I keep having to get tested for something if I don't have to.

Mr. EVANS. Do you have a response, Mr. McGuire?

Mr. MCGUIRE. I would like to respond also to something you said earlier. A few years back we had a choice of taking $1 million out of my agency's budget, either from our staff or from the WATS line. Since we still had to answer the questions from veterans and other members of the public, we decided to pull the plug on the WATS line, because we still have to answer your questions.

There is a telephone number in Chicago. What went out of business was the WATS line. You can call Area Code 312. The number is 353-5136, between 1 and 3:30 each day. You can also write a postcard, a letter, or visit the Federal Job Information Center in Chicago at 55 East Jackson, 14th floor, Chicago, IL 60604.

In terms of whether or not a disabled veteran has to take an examination, if you are severely physically disabled and certified to a Federal job through job development by the Veterans' Administration vocational rehabilitation and counseling staff, there is a waiver of examination. If you are a disabled veteran or a nondisabled veteran eligible for veterans readjustment appointment, the agency may waive written examinations. For the 30-percent authority, you have to meet minimum qualifications, which in some cases may involve a written test.

Those would be some of the answers.

Mr. EVANS. Thank you, Mr. McGuire.

Mr. DASCHLE. Yes, sir.

Mr. DUNCAN. Mr. Chairman, Mr. Evans, fellow veterans, ladies and gentlemen, I am from Peoria, IL., and my name is Morris Duncan.

I was laid off in 1981. Since 1981, I have been trying to get into the dislocated workers' programs. They say I am not eligible. In fact, I got a piece of paper showing where they say I'm not eligible for that.

Now, also I have been trying to get jobs. I just feel that I haven't been treated fairly. I've got almost three boxes of places where I have put in, where I have sent cover letters, where they even sent it back to me. That's including some of the major industries. The only thing I'm interested in is fair work.

I want to thank you for your time. I really enjoyed this. I am optimistic that something is going to change. Thank you.

Mr. DASCHLE. Thank you for your participation.

Yes, sir.

Mr. COLLINS. Ron Collins, Rock Island, IL.

I would like to shed some light possibly on the question that you asked Mr. Lappin. I have a letter here from him, to me, a page-and-a-half. The first pages is explaining to me why they do not have to hire me under Public Law 93-508, that they can hire anybody they want to. I would like to quote the last two sentences on how they feel about the VRA program:

However, the overall quality of candidates has not been good and management has not elected to use this source. Action has been taken to close this announcement.

It was closed for about 3 weeks. They did open it up again. But I think if the Rock Island Arsenal management feels that the quality of candidates from Vietnam vets is very poor, I think all veterans have got a problem.

That's all I would like to say. And that is signed by Mr. Lappin.

Mr. DASCHLE. Thank you.

Do you have a response to that, Mr. Lappin?

Mr. LAPPIN. I believe that that response was written and that statement is applicable to the use of that announcement for clerical positions.

Mr. DASCHLE. I would like, if I could, to retain a copy of the letter for the record. I think the entire text of the letter should be inserted in the record to ensure that we have the full meaning. If you could, I would appreciate that.

Mr. COLLINS. Yes, sir.

Mr. DASCHLE. Very good.

[The referred-to letter appears at p. 88.]

Mr. DASCHLE. We will take one last statement here. Yes, sir.

Mr. COYNE. Mr. Chairman, Mr. Evans, my name is Dwight Coyne. I am an employee of the Rock Island Arsenal. I work in AO, or production. My pet peeve is that as a disabled veteran, we have many supervisors—I've been through quite a few of them. I stay in my department, but we lose a lot of supervisors. In the AO Department at the Rock Island Arsenal, there is no sequence as far as management, upper management, to the department foremen as far as being 10 point, 5 point, or nonveteran in regards to promotion or training. The statement is that the point system operates only to initial hiring. Therefore, there is a feeling that the disabled veteran in many cases, and veterans, are not getting the training that the nonveterans have had a chance to get while we were in the service.

We are not asking for anything extra or special. We just would like a fair shake. I believe in my country and I kind of like to carry the flag, especially on the 4th of July.

Thank you. That's the end of my statement.

Mr. DASCHLE. Thank you. That's well said.

Finally, Mr. Sperry.

Mr. SPERRY. Mr. Chairman, I have just two comments, one for Mr. Lappin. When the discussion was being held about contacting the various organizations for a meeting, I have never remembered being contacted by the Rock Island Arsenal to have a meeting of that type. If Mr. Lappin would like to have a meeting of that type, he can get the addresses of all the posts in Rock Island County and Scott County by contacting the Bi-County Commission for Memorial Day that you can find at the Rock Island Arsenal Cemetery. They put on the program every year. If they don't have all the addresses for Rock Island County, if you will contact the Rock Island Chapter of the Veterans Assistance Commission, they have the names of all the posts and all the commanders in Rock Island County, of all the organizations in Rock Island County.

For Mr. Terrell from the Department of Labor, who said they attended State conventions so that people are aware, I would like for Mr. Terrell to know that nobody from the Department of Labor has attended the Amvets convention for a number of years. In fact, the last person I can remember attending was Howard West. You probably don't even remember Howard West because it has been too long ago. I can vouch for this and I am sure of it because I have attended every banquet at our State convention and I have never introduced anybody from the Department of Labor. We would be more than glad to have you. We just had a banquet 2 weeks ago and there wasn't anybody there from Labor.

We in the 17th District would like to thank you for taking your time out of your holiday to be with us, and for Congressman Evans to hear the complaints, the gripes, and some of the good things you have done here. We thank you for coming to our area and we would like to invite you back.

Thank you very much.

Mr. DASCHLE. Thank you. [Applause.]

We have been talking for quite some time about many different issues, and I am sure there were some parts of it that everyone liked. There were some parts that are difficult to talk about, because we can do better. We can do better with EVJTA, we can do better with veterans' preference, we can do better in the Department of Labor, we can do better in Congress. That's what this is all about. It is first a learning experience. Second, it's an opportunity for all of us to look at each other and say let's try a little bit harder to work together, and hopefully to accomplish those goals that we all want. That's what it's all about. That is why we're here.

Nothing would please me more than at some point in the future to say that these programs have been a success, to bring us all together and say, at long last, we have succeeded in putting veterans to work and giving them the opportunities they so richly deserve, and give us the opportunity to go on and win new battles and reach even more goals.

That is our purpose. That is what we hope to accomplish when we hold a hearing of this kind.

I want to thank my host, Congressman Lane Evans. I want to thank all of you for giving me a very educational experience.

The hearing is now adjourned.

[Whereupon, at 4:05 p.m., the subcommittee was adjourned.]

APPENDIX

OPENING STATEMENT

HONORABLE TOM DASCHLE, CHAIRMAN

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

JULY 2, 1985 - GALESBURG, ILLINOIS

THE SUBCOMMITTEE WILL COME TO ORDER, PLEASE.

I AM PLEASED TO BE HOLDING THIS HEARING IN GALESBURG WHICH WAS REQUESTED BY MY GOOD FRIEND AND MEMBER OF THE SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT, LANE EVANS. LANE IS AN ACTIVE MEMBER OF THE SUBCOMMITTEE AND IS PARTICULARLY CONCERNED ABOUT THE PROGRAMS WE ARE GOING TO REVIEW TODAY.

THROUGH THE YEARS, CONGRESS HAS APPROVED A COMPREHENSIVE PROGRAM OF RIGHTS AND BENEFITS FOR VETERANS.IN RECOGNITION OF THEIR SPECIAL CONTRIBUTION TO OUR NATION. CONGRESSIONAL RESPONSIBILITY FOR THESE PROGRAMS, HOWEVER, DOES NOT END WHEN THE

PRESIDENT SIGNS A BILL INTO LAW. IT IS THE RESPONSIBILITY OF THE COMMITITEE ON VETERANS' AFFAIRS TO ENSURE THAT PROGRAMS ARE ADMINISTERED BY THE AGENCIES INVOLVED AS INTENDED BY THE CONGRESS. THIS MONITORING PROCESS IS CARRIED OUT AT OVERSIGHT HEARINGS HELD BOTH IN WASHINGTON, D.C. AND IN THE FIELD. FIELD HEARINGS ARE PARTICULARLY IMPORTANT BECAUSE THEY PROVIDE THE OPPORTUNITY TO HEAR FROM THE PEOPLE WHO WORK WITH THESE PROGRAMS AT THE "GRASS ROOTS" LEVEL. TODAY THE SUBCOMMITTEE IS MEETING IN ORDER TO EVALUATE THE IMPLEMENTATION AND ADMINISTRATION OF THE VETERANS PREFERENCE ACT OF 1944, AS AMENDED, AND OTHER PROVISIONS OF TITLE 5 AND TITLE 38, U.S. CODE WHICH RELATE TO THE EMPLOYMENT OF VETERANS IN THE FEDERAL GOVERNMENT. WE WILL ALSO REVIEW THE EMERGENCY VETERANS' JOB TRAINING ACT OF 1983, PUBLIC LAW 98-77.

UNITED STATES' VETERANS HAVE BEEN ACCORDED SOME DEGREE OF PREFERENCE IN APPOINTMENTS TO GOVERNMENT OR PUBLIC POSITIONS SINCE EARLY COLONIAL TIMES ALTHOUGH NO STATUTORY PROVISION WAS MADE UNTIL IMMEDIATELY AFTER THE CIVIL WAR. IN 1865, CONGRESS PASSED A JOINT RESOLUTION EXTENDING PREFERENCE FOR APPOINTMENTS TO CIVIL OFFICE TO THOSE WHO SERVED IN THE UNION ARMY AND SUFFERED FROM A DISABILITY INCURRED IN THE LINE OF DUTY. THE 78TH CONGRESS PASSED THE VETERANS' PREFERENCE ACT OF 1944 WHICH, EXCEPT FOR RELATIVELY MINOR AMENDMENTS, IS IN FULL FORCE TODAY. THIS ACT INCORPORATED INTO LAW MANY PROVISIONS WHICH HAD PREVIOUSLY EXISTED IN EXECUTIVE ORDERS OR IN THE RULES PROMULGATED BY THE CIVIL SERVICE COMMISSION AT THE DIRECTION OF THE PRESIDENT.

I FIRMLY BELIEVE THAT VETERANS PREFERENCE AND OTHER PROGRAMS RELATING TO THE EMPLOYMENT OF VETERANS BY THE FEDERAL GOVERNMENT ARE THE MOST IMPORTANT COMPONENT OF THE BODY OF LAW RELATING TO VETERANS' EMPLOYMENT. IT IS THE RESPONSIBILITY OF THE FEDERAL GOVERNMENT TO TAKE THE LEAD AND SET THE EXAMPLE FOR STATE AGENCIES AND PRIVATE INDUSTRY. IF FEDERAL GOVERNMENT AGENCIES DO NOT METICULOUSLY ADHERE TO BOTH THE SPIRIT AND THE LETTER OF THE LAW PERTAINING TO VETERANS PREFERENCE IN FEDERAL EMPLOYMENT, WE CAN ASSUME THAT OTHERS, SUCH AS FEDERAL CONTRACTORS AND STATE EMPLOYMENT SECURITY AGENCIES, WILL IGNORE THEIR MANDATED RESPONSIBILITIES RELATIVE TO VETERANS.

WE HAVE A NATIONAL RESPONSIBILITY TO ASSIST THE VETERANS OF THIS NATION IN THEIR EFFORTS TO OBTAIN MEANINGFUL CIVILIAN EMPLOYMENT FOLLOWING THEIR MILITARY SERVICE. HEARINGS SUCH AS THIS GIVE ALL OF US AN OPPORTUNITY TO REAFFIRM OUR COMMITMENT TO FULFILLING THIS RESPONSIBILITY.

IN ADDITION TO VETERANS PREFERENCE, WE WILL REVIEW PUBLIC LAW 98-77, THE EMERGENCY VETERANS' JOB TRAINING ACT OF 1983. THIS LEGISLATION WAS ENACTED IN RESPONSE TO THE SEVERE EMPLOYMENT DIFFICULTIES EXPERIENCED BY VIETNAM ERA AND KOREAN CONFLICT VETERANS. THE SEVERE RECESSION AND FUNDAMENTAL STRUCTURAL CHANGES IN THE AMERICAN ECONOMY EXACERBATED PRE-EXISTING EMPLOYMENT PROBLEMS AND CONTRIBUTED TO THE HIGHEST UNEMPLOYMENT RATE EVER

RECORDED FOR THESE VETERANS. AS THE ECONOMY IMPROVED, MANY OF THESE VETERANS WERE ABLE TO RE-ESTABLISH THEMSELVES IN THE WORK FORCE. TOO MANY OTHER VETERANS, HOWEVER, AS SHOWN BY RECENT BUREAU OF LABOR STATISTICS REPORTS, ARE STILL UNEMPLOYED. IN MAY 1985, OVER 350,000 VIETNAM ERA VETERANS WERE STILL LOOKING FOR WORK. ADDITIONALLY, THESE VETERANS BETWEEN THE AGES OF 30 AND 39 WERE UNEMPLOYED AT A RATE OF 6 PERCENT, WHILE THEIR NON-VETERAN PEERS WERE UNEMPLOYED AT THE MUCH LOWER RATE OF 4.5 PERCENT. THIS DISPARITY IN THE UNEMPLOYMENT RATE BETWEEN VETERANS AND NON-VETERANS IS ALARMING AND UNACCEPTABLE.

EVJTA HAS PROVEN TO BE VERY EFFECTIVE AND IS WIDELY ACCEPTED BY BOTH VETERANS AND EMPLOYERS. AS OF JUNE 10, 1985, NEARLY 330,000 VETERANS HAD BEEN CERTIFIED AND RECERTIFIED TO PARTICIPATE IN THIS TRAINING PROGRAM, AND 49,362 EMPLOYERS HAD BEEN APPROVED TO PROVIDE 114,744 JOB SLOTS. MOST IMPORTANTLY, OVER 32,000 VETERANS HAD BEEN PLACED IN JOBS. HERE IN ILLINOIS, THE LATEST STATISTICS SHOW THAT 914 VETERANS HAVE BEEN PLACED IN JOBS UNDER THIS PROGRAM, WITH 3,116 JOB SLOTS APPROVED.

LEGISLATION WHICH I INTRODUCED AND WHICH LANE EVANS ACTIVELY SUPPORTED, H.R. 1408, WAS REPORTED BY THE VETERANS' AFFAIRS COMMITTEE ON MAY 15TH AND PASSED THE HOUSE ON MAY 20TH. THIS BILL, THE VETERANS' EMPLOYMENT AMENDMENTS OF 1985, WOULD AMEND THE EMERGENCY VETERANS' JOB TRAINING ACT AS FOLLOWS:

1. IT WOULD EXTEND THE DATE BY WHICH A VETERAN MUST APPLY TO PARTICIPATE IN EVJTA FROM FEBRUARY 28, 1985, TO DECEMBER 31, 1985;

2. IT WOULD EXTEND THE DEADLINE BY WHICH A VETERAN PARTICIPANT IN EVJTA MUST BE ENROLLED IN A JOB TRAINING PROGRAM FROM SEPTEMBER 1, 1985, TO JULY 1, 1986;

3. IT WOULD AMEND THE REQUIREMENT THAT A VETERAN BE UNEMPLOYED FOR 15 OF THE 20 WEEKS TO 5 OF THE 20 WEEKS IMMEDIATELY PRECEDING THE DATE OF THE VETERAN'S APPLICATION FOR PARTICIPATION IN THE PROGRAM;

4. AND, FINALLY, IT WOULD PROVIDE AN AUTHORIZATION OF $75 MILLION FOR EVJTA FOR FISCAL YEAR 1986.

IN ANTICIPATION OF AN EXTENSION OF EVJTA, IT IS IMPORTANT THAT WE EXAMINE ANY PROBLEMS WITHIN THE PROGRAM AND LOOK FOR SOLUTIONS TO THOSE PROBLEMS.

BEFORE WE PROCEED TO OUR FIRST WITNESS, I WANT TO RECOGNIZE CONGRESSMAN LANE EVANS, A VERY ACTIVE MEMBER OF THE SUBCOMMITTEE WHO REPRESENTS THE 17TH DISTRICT OF ILLINOIS. I WANT TO THANK YOU, LANE, FOR REQUESTING THAT THIS HEARING BE HELD AND COMMEND YOU FOR THE SUPPORT YOU GIVE THE SUBCOMMITTEE AND FULL COMMITTEE, NOT ONLY ON THE PROGRAMS WE'RE REVIEWING TODAY, BUT ALL VETERANS' RIGHTS AND BENEFITS.

LANE, WOULD YOU LIKE TO MAKE A STATEMENT AT THIS TIME?

51-977 O - 85 - 3

LET ME SAY THAT WE DO HAVE ALL OF YOUR WRITTEN STATEMENTS WHICH WILL BE INCLUDED IN THE OFFICIAL HEARING RECORD. WE WOULD GREATLY APPRECIATE IT IF, IN THE INTEREST OF TIME, YOU WOULD LIMIT YOUR TESTIMONY TO FIVE MINUTES. THIS WILL GIVE US THE OPPORTUNITY TO FOLLOW UP YOUR STATEMENTS WITH QUESTIONS.

OUR FIRST WITNESS THIS MORNING WILL BE A PANEL WHICH INCLUDES MR. JOHN McGUIRE OF THE OFFICE OF PERSONNEL MANAGEMENT; MR. DON LAPPIN AND MS. DEBRA LAMB OF THE ROCK ISLAND ARSENAL; AND MR. GEORGE NICKOLAS, DEPARTMENT OF IOWA, DISABLED AMERICAN VETERANS.

STATEMENT OF JOHN J. McGUIRE
AFFIRMATIVE EMPLOYMENT PROGRAMS MANAGER
CHICAGO REGIONAL OFFICE
U.S. OFFICE OF PERSONNEL MANAGEMENT
BEFORE THE COMMITTEE ON VETERANS' AFFAIRS
SUBCOMMITTEE ON EDUCATION, TRAINING, AND EMPLOYMENT
U.S. HOUSE OF REPRESENTATIVES
OVERSIGHT HEARING ON
ADMINISTRATION OF THE EMERGENCY VETERANS' JOB
TRAINING ACT OF 1983 IN THE STATE OF ILLINOIS
AND VETERANS' PREFERENCE IN FEDERAL EMPLOYMENT
GALESBURG, ILLINOIS
JULY 2, 1985

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

I AM PLEASED TO HAVE THE OPPORTUNITY TO PRESENT AN OVERVIEW OF VETERANS' PREFERENCE IN FEDERAL EMPLOYMENT AND PRESENT AN ACCOUNTING OF OTHER EMPLOYMENT INITIATIVES UNDERTAKEN ON BEHALF OF THIS NATIONS' VETERANS. AS YOU WILL SEE, THERE IS A FULL COMMITMENT TO ASSIST THOSE WHO HAVE SACRIFICED FOR THEIR COUNTRY. VETERANS' PREFERENCE ELIGIBLES CONSTITUTE 37 PERCENT OF THE NON-POSTAL WORK FORCE.

THE PASSAGE OF THE VETERANS' PREFERENCE ACT OF 1944 WAS THE CULMINATION OF A DEVELOPING POLICY ON VETERANS' PREFERENCE. IT TOOK THE SPIRIT AND MUCH OF THE LETTER OF PREVIOUS LEGISLATION, EXECUTIVE ORDERS, AND ADMINISTRATIVE RULES AND INCORPORATED THEM INTO A FINAL LEGISLATIVELY AND PRESIDENTIALLY SANCTIONED NATIONAL POLICY. SUCH POLICY RECOGNIZES VETERANS' SERVICE AND SACRIFICE BY GIVING THEM EMPLOYMENT PREFERENCE FOR FEDERAL CIVILIAN SERVICE.

THE VETERANS' PREFERENCE ACT HAS BEEN AMENDED A NUMBER OF TIMES SINCE ITS PASSAGE. IN EACH CASE, ITS ORGINAL FEATURES WERE PRESERVED. THE ACT'S PROVISIONS NOW INCLUDE SUCH BENEFITS AS: (1) PREFERENCE IN EMPLOYMENT OF NONDISABLED AND DISABLED VETERANS, SPOUSES OF VETERANS, WIDOWS, WIDOWERS, AND MOTHERS OF VETERANS; (2) ALLOWING VETERANS TO REOPEN CIVIL SERVICE EXAMINATIONS; (3) WAIVER OF PHYSICAL JOB REQUIREMENTS; (4) SPECIAL PROVISIONS IN RIF; AND (5) JOB REINSTATEMENT RIGHTS.

OTHER RECENT LEGISLATION (CIVIL SERVICE REFORM ACT OF 1978) HAS PICKED UP ON THE ACT'S SPIRIT AND GRANTED SPECIAL NOTIFICATION AND APPEAL RIGHTS TO SEVERELY DISABLED VETERANS IN CASE THE VETERAN IS PASSED OVER FOR APPOINTMENT FROM A CIVIL SERVICE REGISTER AND IN CASE THE DISABLED VETERAN IS CAUGHT IN A RIF SITUATION.

VETERANS' PREFERENCE IS INTERWOVEN THROUGHOUT TITLE 5 OF THE UNITED STATES CODE (USC). ELIGIBILITY FOR VETERANS' PREFERENCE AND ITS APPLICATION INVOLVE MANY INTRICATE TECHNICAL DETAILS. CONSEQUENTLY, IT CANNOT BE FULLY EXPLORED IN THE TIME ALLOTED FOR THIS HEARING. I WILL TOUCH ON SOME OF THE HIGHLIGHTS AND REFER YOU TO THE FEDERAL PERSONNEL MANUAL (FPM) FOR SPECIFICS DEALING WITH INDIVIDUAL SITUATIONS. THE FPM IS READILY AVAILABLE IN ALL FEDERAL AGENCY PERSONNEL OFFICES AS IS ADVICE AND INTERPRETATION. AN OVERVIEW OF VETERANS PREFERENCE IS ALSO PRESENTED IN OPM'S PUBLIC INFORMATION PAMPHLET, VETERANS' PREFERENCE IN FEDERAL EMPLOYMENT.

VETERANS' PREFERENCE IS AN ESTABLISHED PART OF OUR FEDERAL EMPLOYMENT SYSTEM. ELIGIBLE VETERANS ARE GIVEN 5 OR 10 POINTS WHICH ARE ADDED TO THEIR PASSING CIVIL SERVICE TEST SCORES. FIVE POINTS GO TO ELIGIBLE NONDISABLED VETERANS AND 10 POINTS ARE ADDED

TO THE PASSING SCORES OF ELIGIBLE DISABLED VETERANS, AS WELL AS TO THE PASSING SCORES OF CERTAIN WIVES, WIDOW/WIDOWERS, AND MOTHERS OF VETERANS ENTITLED TO PREFERENCE. THE NAMES OF ALL QUALIFIED PREFERENCE ELIGIBLES WHO HAVE COMPENSABLE SERVICE-CONNECTED DISABILITIES OF 10 PERCENT OR MORE GO TO THE TOP OF THE LIST OF ELIGIBLES EXCEPT FOR PROFESSIONAL AND SCIENTIFIC POSITIONS AT GENERAL SCHEDULE GRADES 9 AND ABOVE.

THIS ASSIGNMENT OF POINTS TO AN EXAM SCORE DOES NOT GUARANTEE EMPLOYMENT. IT ENHANCES EMPLOYMENT OPPORTUNITY. PREFERENCE ELIGIBLES CANNOT BE PASSED OVER IN SELECTION FROM A CERTIFICATE OF ELIGIBLES UNLESS AN AGENCY CAN SHOW THE VETERAN IS NOT QUALIFIED.

TITLE 5 OF THE U.S.C. DEFINES "VETERAN" AND "PREFERENCE ELIGIBLE" FOR FEDERAL EMPLOYMENT. TITLE 38 DEFINES "VETERAN" FOR THE VA. THESE DEFINITIONS DIFFER FROM THE EVERYDAY DEFINITION OF A VETERAN, AS AN EX-SERVICE PERSON.

WE IN OPM AND FEDERAL AGENCIES ARE CONCERNED PRIMARILY WITH "VETERANS' PREFERENCE ELIGIBLES." GENERALLY, THIS MEANS AN EX-SERVICE PERSON WHO HAS AN HONORABLE DISCHARGE AND WHO:

1. SERVED IN WORLD WARS I OR II; OR,
2. SERVED IN THE ARMED FORCES FROM THE END OF WORLD WAR II TO OCTOBER, 1976; OR,
3. HAS A SERVICE-CONNECTED DISABLILITY; OR,
4. HAS EARNED A CAMPAIGN MEDAL, SUCH AS ONE WHO SERVED IN THE VIETNAM THEATER; OR
5. CERTAIN WIVES, WIDOWS OR WIDOWERS, AND MOTHERS.

51-977 O - 85 - 4

GENERALLY SPEAKING, SINCE 1976, ONLY THOSE VETERANS WHO EARN A CAMPAIGN BADGE OR INCUR A SERVICE-CONNECTED DISABILITY ARE ELIGIBLE FOR VETERANS' PREFERENCE. VETERANS OF GRENADA AND LEBANON, FOR EXAMPLE, ARE ELIGIBLE FOR VETERANS' PREFERENCE.

THE OTHER MAJOR AREA OF WHERE VETERANS' PREFERENCE COMES INTO PLAY IS REDUCTION-IN-FORCE (RIF), I.E., A LAYOFF. CIVIL SERVICE REGULATIONS REQUIRE, IN RIF SITUATION, THAT EMPLOYEES BE DIVIDED INTO THREE CATEGORIES, THOSE WITH CAREER STATUS, THOSE WITH CAREER-CONDITIONAL STATUS, AND, LASTLY, ALL OTHERS. WITHIN EACH CATEGORY, EMPLOYEES ARE ARRANGED BY CLASSES: (1) 30 PERCENT OR MORE DISABLED VETERANS; (2) OTHER DISABLED AND NONDISABLED VETERANS; AND, (3) NONVETERANS. LENGTH OF EMPLOYMENT AND LEVEL OF PERFORMANCE SUPPLEMENT THESE SUBCATEGORIES. IN A GIVEN LAYOFF FOR A PARTICULAR OCCUPATION AND GRADE LEVEL IN A DEFINED GEOGRAPHICAL AREA, THE "OTHER" CATEGORY IS RIF'D FIRST, THEN CAREER-CONDITIONAL EMPLOYEES AND FINALLY CAREER EMPLOYEES. RIFING WITHIN EACH CATEGORY INVOLVES LETTING NONVETERANS GO FIRST, THEN NONDISABLED VETERANS AND VETERANS WITH LESS THAN 30 PERCENT DISABILITY, AND FINALLY THOSE VETERANS WITH DISABILITIES RATED 30 PERCENT OR HIGHER.

VETERANS' PREFERENCE IS ALSO A PART OF REEMPLOYMENT RIGHTS, DISCIPLINARY ACTIONS; LEAVE COMPUTATION AND SO FORTH. I'VE GIVEN YOU A GENERAL PICTURE OF THE TWO MAJOR AREAS OF INTEREST.

THE VETERANS' PREFERENCE ACT HAS BEEN A RESOUNDING SUCCESS. THIS IS EVIDENCED BY FIGURES WHICH SHOW THAT TODAY, OVER 40 YEARS AFTER THE CESSATION OF WORLD WAR II HOSTILITIES, OVER 30 YEAR AFTER

KOREA, AND 10 YEARS AFTER VIETNAM, 37 PERCENT OF THE NON-POSTAL WORK FORCE ARE VETERANS' PREFERENCE ELIGIBLES. THE EXECUTIVE BRANCH OF THE GOVERNMENT EMPLOYS OVER TWO MILLION CIVILIAN EMPLOYEES AND OVER 769,000 ARE PREFERENCE ELIGIBLES.

OF THE NEW FEDERAL HIRES MADE DURING FY 1984, VETERAN HIRING BREAKS DOWN AS FOLLOWS:

- o 80,000 PREFERENCE ELIGIBLES (20 PERCENT OF FEDERAL HIRES)
- o 12,000 DISABLED VETERANS (10 POINTS)
- o 69,000 VIETNAM ERA VETERANS
- o 21,000 VETERANS READJUSTMENT APPOINTMENTS (VRA)
  (8 PERCENT WOMEN AND 36 PERCENT MINORITY)
- o 4,700 30 PERCENT OR MORE DISABLED VETERANS

OPM HAS DEVELOPED MANY NEW INITIATIVES TO INSURE THAT VETERANS' EMPLOYMENT CONTINUES TO BE A SUCCESS.

A CONTINUING DIALOGUE ON VETERANS' CONCERNS IS MAINTAINED THROUGH REGULAR MEETINGS BETWEEN OPM AND VETERANS GROUPS. SIMILARLY, WE ARE IN CONSTANT CONTACT WITH OTHER FEDERAL AGENCIES WITH MAJOR VETERAN INITIATIVES, SUCH AS VA, DoL, HHS, AND SBA.

OUR COMMITMENT IS FURTHER SHOWN IN THE ADMINISTRATION'S VERY ACTIVE SUPPORT FOR THE EXTENSION OF THE VETERANS READJUSTMENT APPOINTMENT (VRA) PROGRAM. BECAUSE OF THE FAVORABLE RESULTS OF THIS PROGRAM AND BECAUSE OF CONTINUING EMPLOYMENT HARDSHIPS EXPERIENCED BY OUR VIETNAM VETERANS, THE ADMINISTRATION ACTIVELY SUPPORTED LEGISLATIVE EXTENSION AND MODIFICATION, LAST YEAR. THE PROGRAM WAS EXTENDED UNTIL SEPTEMBER, 1986; THE MAXIMUM ENTRANCE LEVEL WAS

RAISED TO GRADE 9, AND VRA APPOINTEES WERE GIVEN APPEAL RIGHTS IN CASE THEY ARE SEPARATED IN THEIR FIRST YEAR OF EMPLOYMENT. INCIDENTALLY, NEARLY QUARTER MILLION VIETNAM ERA VETERANS HAVE BEEN HIRED UNDER THIS PROGRAM SINCE ITS INCEPTION IN 1970.

IN ORDER TO ENSURE THAT VETERANS ARE GIVEN THE ATTENTION THEY DESERVE IN FEDERAL AFFIRMATIVE ACTION PLANS, OPM ASSUMED RESPONSIBILITY FOR THE OVERSIGHT OF THE PROGRAMS FOR HIRING, PLACEMENT, AND ADVANCEMENT OF DISABLED VETERANS IN THE CIVIL SERVICE IN 1982.

SINCE THEN WE HAVE MOVED AHEAD AGRESSIVELY IN CARRYING OUT OUR RESPONSIBILITY FOR THE DISABLED VETERANS AFFIRMATIVE ACTION PROGRAM (DVAAP). OUR REGULATIONS REQUIRE EACH AGENCY IN THE EXECUTIVE BRANCH TO HAVE AN AFFIRMATIVE ACTION PROGRAM PLAN ON OCTOBER 1 OF EACH YEAR. WE ASSESS ABOUT 25 PERCENT AGENCY DVAAP PLANS EACH YEAR.

IN 1983, OPM CONCENTRATED ON GETTING AGENCY HEADQUARTERS IN WASHINGTON TRAINED AND ABLE TO DEVELOP PLANS WHICH WOULD WORK NATIONWIDE. IN 1984, WE FOCUSED ATTENTION NOT ONLY ON WASHINGTON, BUT ALSO ON PRACTICAL RESULTS PRODUCED OUTSIDE WASHINGTON, WHERE THE ACTION REALLY IS. WE ARE CONTINUING THIS IN 1985.

HERE IN THE CHICAGO REGION, AGENCIES KNOW THAT THEY CAN GO TO THE VETERAN GROUPS, STATE JOB SERVICES, THE DEPARTMENT OF LABOR, THE VETERANS ADMINISTRATION AND OPM FOR ASSISTANCE IN HIRING VETERANS.

WITHIN DVAAP, WE ARE PROMOTING THE USE OF SPECIAL NONCOMPETITIVE TEMPORARY APPOINTMENTS FOR SEVERELY DISABLED VETERANS, THAT IS, THOSE WHO ARE 30 PERCENT OR MORE DISABLED.

THIS REMAINS A HIGH PRIORITY ITEM AT OPM. DISABLED VETERANS HOLDING THESE TEMPORARY APPOINTMENTS MAY BE GIVEN REGULAR APPOINTMENTS AT THE AGENCY'S DISCRETION.

THE OVERALL HIRING OF 30 PERCENT OR MORE DISABLED VETERANS HAS INCREASED DRAMATICALLY. OVER 4,700 SUCH APPOINTMENTS WERE MADE IN FY '84 COMPARED TO OVER 400 APPOINTMENTS MADE IN FY '79. OVER 17,000 SUCH VETERANS WERE HIRED DURING THE PERIOD THE FROM 1979 THROUGH 1984.

MR. CHAIRMAN, I WANT TO ASSURE YOU THAT THIS ADMINISTRATION WILL CONTINUE ITS LONGSTANDING COMMITMENT TO VETERANS' PREFERENCE AND VETERANS' EMPLOYMENT PROGRAMS. I WILL BE PLEASED TO ANSWER ANY QUESTIONS.

Office of Personnel Management

Federal Personnel Manual System

FPM Letter 720- 7

SUBJECT: Disabled Veteran Affirmative Action Program

FPM Letter 720-7

Published in advance of incorporation in FPM:
Chapter 720
RETAIN UNTIL SUPERSEDED

Washington, D. C. 20415
January 13, 1983

Heads of Departments and Independent Establishments

1. This letter transmits subchapter 3 of FPM Chapter 720. This subchapter is intended to guide and assist agencies in implementing their responsibilities for affirmative action for disabled veterans. Each department, agency, and instrumentality in the executive branch is required to have a disabled veteran affirmative action program (DVAAP) which promotes the employment and job advancement of disabled veterans.

2. Agencies are assigned DVAAP responsibilities by title 38 of the United States Code (38 U.S.C. §2014) and Subpart C, Part 720 of Title 5 of the Code of Federal Regulations (5 CFR Part 720).

Donald J. Devine
Director

Attachment

Inquiries: Workforce Effectiveness and Development Group, Office of Affirmative Employment Programs, Veterans Employment Programs Division, (202) 254-3058

Code: 720, Affirmative Employment Programs

Distribution: FPM

• U.S. GOVERNMENT PRINTING OFFICE: 1983 - 381-383/1283

OPM FORM 852 1/78

CHAPTER 720

AFFIRMATIVE EMPLOYMENT PROGRAMS

Contents

SUBCHAPTER 1. Reserved

SUBCHAPTER 2. Federal Equal Opportunity Recruitment Program

SUBCHAPTER 3. Disabled Veterans Affirmative Action Program (DVAAP)

3-1. Purpose and Background

3-2. Definitions

3-3. Agency Program

3-4. Agency Plan

3-5. Agency Accomplishment Reports

3-6. Format for Plan and Accomplishment Report

3-7. OPM Responsibilities

3-8. Interagency Report Clearance

APPENDIX A. Requirements for Disabled Veteran Affirmative Action Plans Accomplishment Reports

SUBCHAPTER 3. DISABLED VETERAN AFFIRMATIVE ACTION PROGRAM (DVAAP)

3-1. PURPOSE AND BACKGROUND

a. This subchapter covers agency affirmative action for the employment and advancement of disabled veterans. It provides guidance on implementing the regulations in Subpart C of Part 720 of title 5 of the Code of Federal Regulations.

b. The regulations in Subpart C have been issued pursuant to section 403 of the Vietnam Era Veterans Readjustment Assistance Act of 1974, as amended (38 U.S.C. 2014). That statute requires each Department, agency, and instrumentality in the executive branch to develop a plan to promote employment and job advancement opportunities within the Federal Government for qualified disabled veterans.

Under section 403 of the Vietnam Era Veterans Readjustment Assistance Act of 1974, as amended, the former Civil Service Commission was given the responsibility for affirmative action programs in the executive branch with respect to disabled veterans. Subsequently, Executive Order 12106 (1978) transferred various equal employment opportunity enforcement functions from the Civil Service Commission to the Equal Employment Opportunity Commission (EEOC), pursuant to Reorganization Plan No. 1 of 1978. In October 1980, Congress amended 38 U.S.C. 2014 and assigned OPM responsibility for planning, implementing and overseeing an affirmative action program for disabled veterans in the Federal service. OPM and EEOC shared responsibility for the program during fiscal year 1982. OPM assumed full responsibility for all aspects of the program on October 1, 1982.

c. Other parts of the FPM which may provide assistance in developing and implementing results-oriented affirmative action programs for disabled veterans include: Chapter 211 on veterans' preference, Chapter 306 on the selective placement of handicapped individuals, Chapter 307 on veterans readjustment appointments, Chapter 315

regarding the employment of veterans who are 30 percent or more disabled, and unpaid work experience for disabled veterans, Chapter 316 for special term and temporary appointments for Vietnam era veterans and handicapped individuals, and Attachment 1 to FPM Letter 720-2 on targeted affirmative recruitment techniques.

3-2. DEFINITIONS

a. Disabled Veteran. A disabled veteran is:

(1) a veteran who is entitled to compensation under laws administered by the Veterans Administration, or

(2) a person who was discharged or released from active duty because of a service-connected disability.

b. Veteran. As used in this subchapter, the definition of the term "veteran" is the same as that contained in title 38 of the United States Code.

c. Agency. For the purposes of this subchapter, the term "agency" means any Department, agency, and instrumentality in the executive branch including the U.S. Postal Service and the Postal Rate Commission.

3-3. AGENCY PROGRAM

a. Program Adminstration. Primary responsibility for establishing and overseeing agency disabled veterans affirmative action programs rests at the headquarters level of the agency. The head of the agency must assign to a headquarters official the lead responsibility for the program to ensure accountability, consistency, and effective program administration. This headquarters official shall be the Office of Personnel Management's (OPM) principal contact for the purpose of providing technical assistance and guidance and in the monitoring and evaluation of agency activities.

(1) The duties assigned to the headquarters official responsible for affirmative action for disabled veterans should include:

- ensuring the development of a national plan;
- ensuring that adequate guidance and instructions are provided to subordinate operating components and to field activities;
- ensuring that adequate resources are devoted to the program;
- following-up to make certain that officials in field activities and operating components understand what their program responsibilities are and are carrying them out;
- reviewing and approving annual accomplishment reports; and
- submitting the agency annual accomplishment report to OPM.

(2) The overall responsibility for program leadership should be reflected in the performance standards of this responsible agency official. Other agency officials who share responsibility for the program should also be evaluated on their effectiveness in carrying it out as part of their periodic performance appraisal.

b. Action Requirements. The following list summarizes the action elements required by regulations in addition to those enumerated in subparagraph a(1) above:

(1) The agency must conduct a continuing program of affirmative action for disabled veterans, giving emphasis to those who are 30 percent or more disabled. Affirmative action encompasses recruitment, hiring, and advancement, and personnel programs supporting these activities, e.g., training and career counseling.

(2) The agency must analyze work force data supplied annually by OPM and any other data that are relevant (e.g., agency component work force data or veteran unemployment figures) in order to identify any problems or deficiencies in the employment and advancement of disabled veterans. On a yearly basis, the agency must develop, revise, and/or redirect strategies designed to address each noted problem or deficiency.

(3) The agency must develop a DVAAP plan containing specific action items designed to implement the strategies the agency has chosen. The plan is to be reviewed yearly and revised as necessary.

(4) The agency must certify to OPM each year that it has an up-to-date plan, and, if requested to do so, must submit the plan to OPM.

(5) The agency must provide OPM with a report of its activities each fiscal year, reflecting the implementation of the DVAAP plan.

c. Labor-Management Relations. Agency programs and plans must be consistent with 5 U.S.C. Chapter 71, Labor-Management Relations, and any applicable labor agreements. Agencies should consult or negotiate, as appropriate, with recognized labor organizations, and solicit their support in designing and carrying out affirmative programs for disabled veterans.

3-4. AGENCY PLAN

a. Agency DVAAP plans developed at the national headquarters level should at a minimum include:

(1) A policy statement issued by the agency head concerning employment and advancement of disabled veterans in the agency, especially those veterans who are 30 percent or more disabled. The date of the statement should be indicated.

(2) The name and title of the headquarters official responsible for the program.

(3) An assessment of the current status of disabled veteran employment by the agency.

(a) For agencies participating in the Central Personnel Data File (CPDF), the basis of this assessment will be the CPDF data supplied by OPM. These data include information such as the total number of veterans and disabled veterans employed in the agency, broken down by grade groupings, occupational categories, minority and nonminority status, and sex. Agencies not participating in CPDF are required to compile equivalent information in consultation with OPM.

(b) From examination and analysis of the CPDF or equivalent information, each agency should identify problem areas and deficiencies in its employment and advancement of disabled veterans. Analysis should indicate where the agency needs improvement, where it is doing well, and what, if any, trends are noted. In arriving at the assessment, questions such as the following should be asked: Do the grade levels and occupational distribution of disabled veterans indicate any difficulties in advancement within the agency? Are special noncompetitive hiring authorities for 30 percent or more disabled and Vietnam era veterans being used effectively? What progress in the hiring and advancement of disabled veterans has been made?

(4) Recruiting methods which will be used to seek out disabled veteran candidates, including special steps to be taken in recruiting veterans who are 30 percent or more disabled. Action items should be specific. Examples of recruiting activities include:

(a) Cooperation with:

- selective placement program staffs concerned with affirmative action for the handicapped;
- veterans' organizations;
- the Veterans Employment Service of the Department of Labor;
- state and local employment agencies;
- private veteran assistance centers;
- the Veterans Administration (VA), including VA hospitals;
- organizations fostering the employment of the handicapped; and
- other Federal agencies.

(b) Outreach programs

(c) Skills banks and applicant pools

(d) Career seminars

(e) Use of reemployment priority lists

(f) Use of the Veterans Readjustment Appointment (VRA) authority

(g) Use of the special temporary hiring authority for veterans who are 30 percent or more disabled

(h) Paid advertisements

(5) Methods to improve internal advancement opportunities. Describe what specific measures are to be taken. Suggested activities in this category include:

(a) Workforce analysis

(b) Use of upward mobility programs

(c) Use of intern programs

(d) Enlisting the support and involvement of special emphasis (e.g., selective placement) program managers

(e) Employee counseling

(f) Conducting skills surveys and using skills banks

(6) Instructions for operating components and field installations. Describe how operating components (organizations below the national headquarters level) and field installations will be informed, on a regular basis, of their responsibilities for employing and advancing disabled veterans.

(7) Monitoring, review, and evaluation. Describe how and when the implementation efforts of operating components and field installations will be monitored, reviewed, and evaluated and the frequency of such. Describe any other implementation efforts and how these will be monitored, reviewed, and evaluated and the frequency of such.

b. Agency operating components and field installations must have a copy of the plan covering them, and must implement their responsibilities under it. OPM may require operating components and field installations to develop separate plans in accordance with such guidance and/or instructions as it shall issue from time to time.

c. Headquarters offices which require plans at the field or installation level must notify OPM headquarters of the requirement.

3-5. AGENCY ACCOMPLISHMENT REPORT

Agencies must submit an annual report on their disabled veterans affirmative action program to the Office of Personnel Management, covering the previous fiscal year. These must be submitted no later than December 1 of each year. Annual accomplishment reports must describe:

(1) Methods used to recruit and employ disabled veterans, including particular measures for those veterans who are 30 percent or more disabled.

(2) Methods used to provide or improve internal advancement opportunities for disabled veterans.

(3) A description of how the activities of major operating components and field installations are monitored, reviewed, and evaluated.

(4) An explanation of the agency's progress in implementing its affirmative action plan during the fiscal year, citing reasons for success or lack of success.

3-6. FORMAT FOR PLAN AND ACCOMPLISHMENT REPORT

For agencies' convenience, the requirements for plans and accomplishment reports are set out in Appendix A. No specific format is required for agency plans and/or accomplishment reports. The plans and reports will primarily consist of those elements specified in the regulations, plus any additional pertinent information the agency wishes to supply.

3-7. OPM RESPONSIBILITIES

OPM's responsibilities include:

a. Program Review. OPM will monitor agency program implementation through selective review of agency plans, direct agency contact, review of employment data, and through other appropriate means. As it deems appropriate, OPM will conduct onsite evaluations of program effectiveness, both at agency headquarters and at field installations or operating components.

b. Technical Assistance. OPM will provide technical assistance, guidance, instructions, data, and other information as appropriate to supplement and support agency programs for disabled veterans.

c. Semiannual Reports. OPM will, on at least a semiannual basis, publish reports on Government-wide progress in implementing affirmative action programs for disabled veterans. The reports will be based in part on information obtained from the CPDF on accessions and promotions of disabled veterans.

d. Report to Congress. OPM will report to Congress each year on the implementation and progress of the program. These reports will include specific assessments of agency progress or lack of progress in meeting the objectives of the program.

3-8. INTERAGENCY REPORT CLEARANCE

The reports contained in this subchapter have been cleared in accordance with FPMR 101-11.11 and assigned interagency control number 0305 -OPM-AN.

APPENDIX A

REQUIREMENTS FOR DISABLED VETERAN AFFIRMATIVE ACTION PLANS AND ACCOMPLISHMENT REPORTS

a. Plans. Plans are to be submitted upon request and must contain the following:

(1) A statement of the agency's policy with regard to the employment and advancement of disabled veterans, especially those who are 30 percent or more disabled.

(2) The name and title of the official assigned overall program leadership for the action plan.

(3) An assessment of the current status of disabled veteran employment, with emphasis on those veterans who are 30 percent or more disabled.

(4) A description of recruiting methods which will be used to seek out disabled veteran applicants, including special steps to be taken to recruit veterans who are 30 percent or more disabled.

(5) A description of how the agency will provide or improve internal advancement opportunities for disabled veterans.

(6) A description of how the agency will inform its operating components and field installations, on a regular basis, of their responsibilities for employing and advancing disabled veterans.

(7) A description of how the agency will monitor, review, and evaluate its planned efforts, including implementation at operating component and field installation levels during the period covered by the plan.

b. Accomplishment Report. Accomplishment reports are to be submitted annually and must contain the following:

(1) Methods used to recruit and employ disabled veterans, especially those who are 30 percent or more disabled.

51-977 O - 85 - 5

(2) Methods used to provide or improve internal advancement opportunities for disabled veterans.

(3) A description of how the activities of major operating components and field installations were monitored, reviewed, and evaluated.

(4) An explanation of the agency's progress in implementing its DVAAP plan during the fiscal year.

c. Certification. Each agency must certify to OPM by December 1 of each year that it has an up-to-date plan. This certification may be submitted as part of the agency's annual accomplishment report.

STATEMENT OF

MR. DON E. LAPPIN

U. S. ARMY ARMAMENT, MUNITIONS AND CHEMICAL COMMAND

HEARINGS BEFORE THE SUBCOMMITTEE

ON

EDUCATION, TRAINING AND EMPLOYMENT

HOUSE VETERAN'S AFFAIRS COMMITTEE

2 JULY 1985

GOOD AFTERNOON LADIES AND GENTLEMEN. I AM MR. DON E. LAPPIN, CHIEF OF THE GENERAL LAW/CONGRESSIONAL AFFAIRS DIVISION IN THE OFFICE OF COUNSEL AT THE U.S. ARMY ARMAMENT MUNITIONS AND CHEMICAL COMMAND, HEADQUARTERED AT ROCK ISLAND ARSENAL IN ROCK ISLAND, ILLINOIS. I AM HONORED TO HAVE BEEN ASKED TO SPEAK TO YOU ON THE SUBJECT OF VETERANS PREFERENCE IN FEDERAL EMPLOYMENT SINCE ROCK ISLAND ARSENAL AND ITS VARIOUS TENANT ACTIVITIES, INCLUDING THE ARMAMENT, MUNITIONS AND CHEMICAL COMMAND REPRESENT THE SINGLE LARGEST FEDERAL EMPLOYER IN THE SEVENTEENTH CONGRESSIONAL DISTRICT OF ILLINOIS. AT PRESENT, THERE ARE IN EXCESS OF 9,000 CIVILIAN FEDERAL EMPLOYEES ON ARSENAL ISLAND, OF WHICH SOME FORTY PERCENT ARE VETERANS. FOR SIMPLICITY, I WILL REFER TO ROCK ISLAND ARSENAL TO INCLUDE THE ARSENAL AND ITS FEDERAL TENANTS.

MY COMMENTS WILL GENERALLY ADDRESS THE EMPLOYMENT CONSIDERATIONS AVAILABLE TO VETERANS, INCLUDING DISABLED VETERANS, AT ROCK ISLAND ARSENAL. THE ARSENAL'S CIVILIAN PERSONNEL OFFICE IS PRIMARILY RESPONSIBLE FOR APPLYING THE EMPLOYMENT PROCEDURES ESTABLISHED BY THE OFFICE OF PERSONNEL MANAGEMENT, WHO IS ALSO REPRESENTED HERE TODAY.

THE VARIOUS METHODS BY WHICH VETERANS RECEIVE EMPLOYMENT CONSIDERATION WITHIN THE DEPARTMENT OF THE ARMY ARE DERIVED FROM LAW AND ADMINISTERED UNDER REGULATIONS AND POLICIES PROMULGATED BY THE OFFICE OF PERSONNEL MANAGEMENT. VETERANS, LIKE NONVETERANS, MAY BE SELECTED EITHER THROUGH COMPETITIVE OR NONCOMPETITIVE PROCEDURES. MOST POSITIONS WHICH ARE FILLED FROM OUTSIDE OF THE CURRENT FEDERAL WORK FORCE, AT ROCK ISLAND ARSENAL ARE FILLED COMPETITIVELY. AS A GENERAL RULE, APPLICATIONS FOR COMPETITIVE POSITIONS WILL BE ACCEPTED ONLY IN RESPONSE TO AN ADVERTISED VACANCY. THEREFORE, INTERESTED CANDIDATES MUST SUBMIT AN APPLICATION IN RESPONSE TO A SPECIFIC JOB ANNOUNCEMENT TO BE CONSIDERED FOR EMPLOYMENT. MOST JOB ANNOUNCEMENTS FOR POSITIONS AT ROCK ISLAND ARSENAL ARE ISSUED BY THE CHICAGO AREA OFFICE OF THE OFFICE OF PERSONNEL MANAGEMENT, WHICH RECEIVES THE APPLICATIONS, RATES THE APPLICANTS AND PROVIDES THE ARSENAL PERSONNEL OFFICE WITH A CERTIFICATE OF ELIGIBLE CANDIDATES FROM WHICH A SELECTION OR SELECTIONS CAN BE MADE. IN THE COMPETITIVE SELECTION PROCESS, THE 5-POINT OR 10-POINT PREFERENCE TO WHICH A VETERAN MAY BE ENTITLED IS ADDED TO AN APPLICANT'S RATING TO ENHANCE HIS OR HER RANKING ON THE LIST, IF THE APPLICANT IS OTHERWISE MINIMALLY QUALIFIED. HOWEVER, THE PREFERENCE CANNOT MAKE AN UNQUALIFIED APPLICANT QUALIFIED; NEITHER DOES THE PREFERENCE INSURE SELECTION AHEAD OF A NONVETERAN ON THE SAME LIST.

I WILL NOW BRIEFLY ADDRESS TWO NONCOMPETITIVE PROCEDURES APPLICABLE TO VETERANS, WHICH ARE USED BY THE ARSENAL PERSONNEL OFFICE; THESE ARE VETERAN READJUSTMENT APPOINTMENTS AND THIRTY PERCENT DISABLED VETERANS. THE VETERAN'S READJUSTMENT AUTHORITY APPLIES TO VIETNAM ERA VETERANS AND PERMITS NONCOMPETITIVE APPOINTMENTS AT THE GS-9 OR BELOW LEVEL. ELIGIBLE CANDIDATES MAY SUBMIT APPLICATIONS EVEN WHEN NO VACANCY HAS BEEN ANNOUNCED, AND THEY WILL RECEIVE CONSIDERATION WHEN A VACANCY ARISES IF THE SELECTING OFFICIAL CHOOSES TO USE THIS FILE AS A SOURCE OF CANDIDATES. THE PERSONNEL OFFICE ALSO ACCEPTS AND MAINTAINS APPLICATIONS FOR NONCOMPETITIVE PLACEMENT FROM HANDICAPPED VETERANS; THAT IS, THOSE WHO ARE THIRTY PERCENT OR MORE DISABLED. THIS FILE, LIKE THE VETERAN'S READJUSTMENT AUTHORITY FILE, SERVES AS AN ADDITIONAL SOURCE OF CANDIDATES WHICH INDIVIDUAL SELECTING OFFICIALS MAY, BUT NEED NOT, CONSIDER IN FILLING VACANCIES WHICH ARISE.

THE DEPARTMENT OF THE ARMY IS COMMITTED TO THE EMPLOYMENT OF QUALIFIED VETERANS, AND ROCK ISLAND ARSENAL IS ENGAGED IN A CONTINUING EFFORT TO ENABLE QUALIFIED VETERANS TO APPLY FOR POSITIONS. JOB ANNOUNCEMENTS ARE ROUTINELY PROVIDED TO VARIOUS VETERANS' ORGANIZATIONS AND TO LOCAL JOB SERVICE AGENCIES TO WHICH VETERANS HAVE ACCESS. THE PERSONNEL OFFICE MAINTAINS A TELEPHONE RECORDING OF EXISTING VACANCIES. THIS RECORDING IS AVAILABLE 24 HOURS A DAY, 7 DAYS A WEEK, AND IS UPDATED EACH MONDAY MORNING. SOME

ARSENAL POSITIONS, SUCH AS SECURITY GUARDS, ARE GENERALLY RESTRICTED ONLY TO VETERANS.

THE ARSENAL'S ESTABLISHED DISABLED VETERAN AFFIRMATIVE ACTION PROGRAM IS DESIGNED TO PROMOTE THE HIRING OF DISABLED VETERANS THROUGH STRONG RECRUITMENT EFFORTS AND INCREASED OPPORTUNITY AWARENESS. I UNDERSTAND THAT COPIES OF THIS PLAN HAVE BEEN PROVIDED TO THE COMMITTEE. RECENT STATISTICS SHOW THAT DISABLED VETERANS REPRESENT 4 PERCENT OF THE TOTAL ARSENAL ISLAND WORK FORCE, WHICH IS TWICE THE GOAL ESTABLISHED FOR FISCAL YEARS 1985 AND 1986. ANOTHER INDICATOR OF THE ARSENAL'S SUCCESS IN RECRUITING AND HIRING VETERANS IS THE FACT THAT 40 PERCENT OF THE TOTAL WORK FORCE CONSISTS OF VETERANS.

FEDERAL STATUTES AND IMPLEMENTING REGULATIONS AFFORD VETERANS MANY BENEFITS IN THEIR QUEST FOR FEDERAL EMPLOYMENT. HOWEVER, THE FEDERAL EMPLOYMENT SYSTEM OFTEN MYSTIFIES APPLICANTS, BOTH VETERANS AND NONVETERANS ALIKE. THE ARSENAL'S PERSONNEL OFFICE HAS AN OUTSTANDING RECORD OF PROPERLY APPLYING THE PROCEDURES WHICH ARE REQUIRED, AND OF ANSWERING INDIVIDUAL INQUIRIES FROM THOSE WHO DO NOT UNDERSTAND WHY THEY WERE NOT ELIGIBLE, QUALIFIED OR SELECTED FOR A PARTICULAR JOB. IT IS OUR GOAL TO MAINTAIN THESE RECORDS IN THE FUTURE.

THANK YOU.

DEPARTMENT OF THE ARMY Ms. McGuire/rb/AC 309
HEADQUARTERS, US ARMY ARMAMENT, MUNITIONS AND CHEMICAL COMMAND 782-4051
ROCK ISLAND, ILLINOIS 61299-6000

REPLY TO
ATTENTION OF:
AMSMC-GCS (R)

March 26, 1985
MAR 28 1985

Honorable Lane Evans
Representative in Congress
3919 16th Street
Moline, Illinois 61265

Dear Mr. Evans:

This responds to your inquiry in behalf of Mr. Ronald W. Collins concerning his efforts to obtain employment at the Rock Island Arsenal (RIA).

Mr. Collins applied for the position of Clerk-Typist, which was open under the Veterans' Readjustment Authority (VRA). When Mr. Collins stopped by the RIA Civilian Personnel Office to check on the status of his application several weeks later, the person who maintains the VRA Application File, Mrs. Stephanie Wilson, was unable to locate his application. (Mrs. Wilson is a staffing clerk; she does not occupy a leader or supervisory position). Mrs. Wilson explained that she did not have his application on file but told him she would look into the matter. After Mr. Collins left the office, Mrs. Wilson discovered his application had been mistakenly included with those received for the Summer Employment Program. She called Mr. Collins the following day, apologized for the error, and assured him he had not missed any consideration since no Clerk-Typist vacancies had been filled from the VRA file.

On February 28, 1985, Mr. Collins visited the Civilian Personnel Office and met with Ms. Debra Lamb, Chief, Special Examining Function and Ms. Joy VanDerryt, Chief, Recruitment Services Branch. At that time, the VRA program directives and governing regulation were fully explained to Mr. Collins. Ms. VanDerryt also explained the recruitment process. The VRA is a special employment program designed to provide an avenue for veterans of the Vietnam era to obtain a noncompetitive appointment. It is not a mandatory placement program nor does it dictate placement of a veteran above any other candidate. Managers are offered a variety of sources from which to select candidates for their vacancies. In accordance with Public Law 93-508, the Civilian Personnel Office designs and publicizes special programs for employment of veterans and encourages their use, but at the same time protects management's right to select from a group of qualified persons obtained from all sources.

The majority of Clerk-Typist positions are filled through the competitive examining process. The VRA file was opened to the receipt of applications approximately 6 months ago in order to build up a file of qualified typists eligible for VRA appointments to provide an additional recruitment avenue for managers. However, the overall quality of candidates has not been good and management has not elected to use this source. Action has been taken to close this announcement.

Mr. Collins is encouraged to continue to keep apprised of RIA vacancies by visiting the Personnel Receptionist in Building 102 or by calling (309) 782-2214.

Sincerely,

Don E. Lappin
Chief, General Law/
Congressional Affairs Division

STATEMENT BY

EMPLOYMENT CHAIRMAN GEORGE T. NICKOLAS

DEPARTMENT OF IOWA

DISABLED AMERICAN VETERANS

before the

SUBCOMMITTEE ON VETERANS EMPLOYMENT

HOUSE VETERANS AFFAIRS COMMITTEE

July 2, 1985

Galesburg, Illinois

Chairman Daschle, members, guests, I am pleased to be able to join your Subcommittee this afternoon and commend you for your initiative of having a hearing of the Subcommittee where you can hear from the grass roots of American veterans. I am honored to have been permitted to testify before your Subcommittee on some of the problems that face veterans and especially disabled veterans in seeking Federal employment. I have, as Department of Iowa Employment Chairman for the Disabled American Veterans made referrals to the Department of the Army and other Government Agencies. I am sorry to report that my referrals have not been very successful.

This poor success rate exists in the face of Federal Law which requires the Government to give extra consideration to our disabled veterans in Federal employment. Congress in 1974 passed the Vietnam Era Veterans Readjustment Assistance Act. Under this law the former Civil Service Commission was given the responsibility for affirmative action programs in the executive branch with respect to disabled veterans. Subsequently, Executive Order 12106 (1978) transferred various equal employment opportunity enforcement functions from the Civil Service Commission to the Equal Employment Opportunity Commission (EEOC) pursuant to Reorganization Plan No. 1 of 1978. In October 1980, Congress amended 38 U.S.C. 2014 and assigned the Office of Personnel Management (OPM) the responsibility for planning, implementing and overseeing an affirmative action program for disabled

veterans in the Federal Service. This assignment was to overcome the position of importance which had been assigned to the program by the EEOC. That position was far behind the other programs of the Commission. In fact, by operation the disabled veteran had taken a back seat to all those other affirmative action programs.

It is difficult for me to fathom any American willing to relegate those veterans, who have protected the rights of all Americans with their arms, legs, and health, to a position lower than other special interest groups. It has always been the position of the Disabled American Veterans that disabled veterans of America's wars deserve no less preference than any other special interest groups.

It is also interesting to note that during the publication of the change to OPM regulations on Friday, June 4, 1982 that the cost to the Federal Government was identified as not significant to implement the requirements of the law or regulatory change. Based upon that fact, it is difficult for the Disabled American Veterans to envision the apparent lack of speed in the implementation of a law which has existed since 1974 and under the responsibility of some Government Agency for enforcement.

When Congress passed the Vietnam Era Veterans' Readjustment Assistance Act of 1972, it provided the Secretary of Labor the requirement to issue instructions on the employment of disabled veterans by contractors and state and local government agencies who provide supplies and services to the Federal Government and its Agencies on Contracts valued over $10,000.00. Every solicitation or contract issued by the contracting offices of the Federal Government valued at $10,000.00 and over must contain the clause found at 52.222-35 of Part 52, Solicitation Provisions and Contract Clauses the Federal Acquition Regulations (FAR) titled, "AFFIRMATIVE ACTION FOR SPECIAL DISABLED AND VIETNAM ERA VETERANS". This clause requires that the contractor, by accepting and being awarded the Government contract, agrees to take affirmative action to employ, advance in employment, and otherwise treat qualified special disabled and Vietnam Era veterans without

discrimination based upon their disability or veterans' status in all employment practices such as:

(i) Employment

(ii) Upgrading

(iii) Demotion or transfer

(iv) Recruitment

(v) Advertising

(vi) Layoff or termination

(vii) Rates of pay or other forms of compensation

(viii) Selection for training, including apprenticeship

The contractor agrees also to comply with the rules, regulations, and relevant orders of the Secretary of Labor issued under the Vietnam Era Veterans' Readjustment Assistance Act of 1972, as amended.

What happens when the contractor does not comply with the terms of the clause cited above? First, the contractor would have violated the terms and conditions of that contract and the contract could be terminated under the clause of the contract titled "Termination For Default". Under this clause he could be charged for the cost of reprocurement and the difference in price between the price of the contract awarded to the successor contractor and the price of the contract terminated.

That is not all that can happen to the contractor. The contractor would be held in noncompliace with the law and future contract awards could be withheld. This might seem to be hard punishment, but that is the ~~enforce~~ enforcement tools that are made available to the Government.

Now that I have outlined what could happen to contractors when they do not comply with an Affirmative Action to Hire Disabled Veterans Program, what happens to Government officials? The truth is nothing happens. This is evident by the lack of any enforcement by OPM, EEOC or any Secretary of the Agencies of the Government. What has Congress done? Has any investigation been undertaken? If not, why not?

It is my understanding, from the rules published in Volume 47, No. 108 of the Federal Register, Friday, June 4, 1982, that OPM is required by 38 U.S.C. 2014(e) to report each year on the implementation and progress of the program. These reports are to include specific assessments of agency progress or lack of progress in meeting the objectives of the program. What has Congress been told? Has the responsible Congressional Committee validated the reports?

The Scott County Chapter of the Disabled American Veterans has had written communications with the U.S. Army on the hiring of disabled veterans. The response, of the activity that was questioned, was that they were waiting for implementing instructions from the Department of the Army. That was nearly two years ago. It is my understanding that the activity is still waiting for instructions. They did indicate that they have special hiring effort for 30% or greater disabled veterans and that they have disabled veterans included in their Handicapped Affirmative Action Program. Many disabled veterans are not handicapped in the definition of being people who require special treatment because of their physical limitations. It is ~~the~~ my opinion that a separate affirmative action program is required for disabled veterans and they should not be relegated to a subparagraph in Handicapped Affirmative Action Program.

In the pecking order of elements of the Affirmative Action Programs, it appears that emphasis for hiring, placing and promoting disabled veterans falls behind minorities and women. Referral lists for promotions are being used which identify the number of minorities and women on the promotion list, but never are disabled veterans identified. This in face of the requirement of OPM 720-7 that the Agencies must identify any problems or deficiencies in the advancement of disabled veterans on a yearly basis. The Agencies are required to develop and revise, and/or redirect strategies designed to address deficiency. The agency is also required to develop a ~~Disabled~~ DISABLED Veteran Affirmative Action Program containing specific action items designed to implement the strategies the agency has chosen. These facts can be validated upon investigation.

The Disabled American Veterans in Convention at Washington, D. C. 1984 adopted a resolution which would require Civilian Personnel ~~Officers~~ OFFICER to have an Affirmation ~~on~~ VE Action Program for all disabled veterans 0% to 100% in place and operating. In the event that such a program did not exist, the CPO would be given a ten day notice to implement a program. If after the tenth day no program was in place, a $1,000.00 per day fine would be imposed until such time as the program was written and in place. It appears to the Disabled American Veterans that some enforcement tool is needed to get the Federal Agencies off the dime on this program. If the Government can refuse to award contracts to contractors who do not follow the requirements of Affirmative Action for Disabled Veterans, and the Government can terminate contractors existing contracts and assess them damages to reprocure the contract requirements then some penalty ought to be assessed to Federal Officials for not following the law.

Attached to this report are copies of the portion of the FAR covering the Affirmative Action for Special Disabled and Vietnam Era Veterans (which by the way has been used since 1976), the portion of the Federal Register covering the rules publication on the Federal Personnel Manual Regulation of June 4, 1982, and a copy of Federal Personnel Manual System FPM Letter 720-7 dated January 13, 1983.

In closing I would like state that our disabled veterans who are unemployed and those who are employed by the Federal Government deserve at a minimum the benefits that are provided to the most preferred minority group in America. ~~And~~ IF VETERANS had not ~~vet~~erans been willing to lay down their lives to defend ~~the~~ OUR democratic form of government ~~that~~ we enjoy ~~there~~ would not have been able to afford minorities or women affirmative action programs. Congress has seen fit to ~~provide~~ PASS A law which would provide disabled veterans the right to an affirmative action program. The Statutes of the United States have been revised, specificially 38 U.S.C. 2014 to require affirmative actions by Federal Agencies. Let the law be carried out. Agencies should be ordered to comply. Congress is now aware and should take steps accordingly.

PREPARED STATEMENT OF GERALD L. KESSEL, VETERANS EMPLOYMENT REPRESENTATIVE II, ILLINOIS DEPARTMENT OF EMPLOYMENT SECURITY JOB SERVICE

I. Staff Training

In October 1983, EVJTA training was conducted in Springfield by Illinois Department of Employment Security for the local Veteran Employment Representative. He, in turn, provided training for local Job Service staff.

II. Public Relations

The local media ran stories about EVJTA. We advertised in/on all available media, sent letter to area employers, explained program to employers and veteran organizations, put poster up in organizational meeting places, invited special occupational groups to Job Service for seminars (i.e., service station and autobody shop owners, etc.) and went to employer places of business to explain the program and to develop jobs.

III. Veterans

a. Population:

Our active file of veterans seeking work consists of 1,000 in Galesburg, 300 in Macomb and 300 in Monmouth. Half of our unemployed veterans are Vietnam-Era veterans.

b. Training:

We addressed letters to 1,000 Korean-Era and Vietnam-Era veterans inviting them in groups of 30 individuals to a two-hour group seminar conducted in the months of November and December, 1983, and January, 1984.

We went through a training guide step-by-step with each veteran participating. After we completed EVJTA training, we had a "Rap" session wherein we discussed the G.I. Bill, Chapters 31 and 34, VA Work Study Program, JTPA Program, TJTC Program, various supportive service agencies and organizations, We scheduled many of the participants for Job Search Workshops and General Aptitude Test Battery, etc. These seminars were very well received by the veterans and they gave us a chance to become better acquainted with the veterans.

c. Applications:

Of the 1,000 veterans scheduled for the seminars, 750 attended. Half in attendance were not eligible to apply because they hadn't been unemployed 15 weeks or were working in part-time jobs totaling more than 200 hours during the qualifying period. Approximately 300 applications were taken during these seminars. We maintain a constant pool of 300 approved veterans under EVJTA.

d. Assistance:

We armed all of the Korean-Era and Vietnam-Era veterans with booklets and pamphlets about the EVJIA program and encouraged them to tell employers about this program as they went about their individual weekly work search. This helped us spread the word about this program and bolstered our own employer visiting and job development program.

e. New:

As new veterans register for work, we tell them about EVJIA and, if interested, we have them read our EVJIA training guide and fill out an application for EVJIA.

f. Certification:

It takes approximately two to three weeks for us to get a veteran certified by the Veterans Administration.

IV. Employers

a. Initial Reaction:

Initially and during the first year of the program, employers approached this program with caution because they were skeptical of the four-to-six week delay (lag time) in getting their training program certification and obligation of funds approval. The employers knew that if they started a veteran before veteran/employer certification and obligations of funds, they ran the risk of not receiving reimbursement. Most of the employers with whom we talked at that time wanted

to start someone right away and not four-to-six weeks in the future. We did everything we could to salvage these job opportunities by interesting these employers in listing an order with us and by explaining other incentives, etc.

b. Current Reaction:

Employers are still skeptical about the lag time but are more willing to risk starting the veteran to work as soon as possible before receiving certification or final funding approval. The reason for this is our approval success rate.

The past year we have had 35 employer training programs certified for 117 positions with no disapprovals. The past six months we have placed 33 veterans in full-time work under EVJTA. Eighty-four positions are pending, waiting for an upsurge in local business.

The following is a list of occupations for which we have had training programs certified:

Porcelain Turner	Analyst (Animal Feed)	Electronics Tech.
Driver Mechanic	Shipping/Receiving Clerk	Baker
Case Worker	Boat Outfitter	Ham Boner
Janitor	Upholsterer	Butcher, All-around
Woodworker	Plumber Apprentice	Appliance Assembler

V. Recommendations

a. 15 of 20 weeks: The requirement that veterans be unemployed 15 of the last 20 weeks is excessive and should be reduced. Many veterans are faced with loss of car, loss of home, and bankruptcy by then. They need to be offered jobs and retraining sooner.

b. Part-time employment:

Part-time and temporary work or underemployment should not be counted as employment weeks for veteran application certification. Many veterans are forced by necessity to take whatever work (part-time, temporary, etc.) in order to feed their families. All too often the part-time hours when added up amount to more than five weeks unemployment and disqualified many veterans for EVJTA.

c. Approval letters:

The Veterans Administration should send a copy of each Employer Training Program Certification to the appropriate Job Service Office. All too often we do not get a copy of the certification for our files and have to ask the employer for a copy. We are controlling things on this end and it is vital that we get a copy of this correspondence. It is to be noted here that we have had excellent cooperation from the Veterans Administration in Chicago. We have expressed these feelings to the V.A. Director verbally and in writing.

d. Lag Time:

The shorter the lag time in processing Employer and Veteran Certifications the greater the interest. Everything possible should be done to cut this lag time down.

e. All Veterans:

Peacetime veterans who served between conflicts rendered a vital service to their country's mission of global peacekeeping. They, too, responded to their country's call for volunteers to serve their country. They, too, deserve our country's appreciation in the form of veteran preference and on-the-job training assistance. For these reasons Congress should consider including all veterans for qualification under this program.

f. Permanency:

This is an excellent cost-effective program that is directed at and for veterans. Congress should consider making this program a permanent program.

VI. Closing

Since the beginning of our nation Congress has recognized veterans for their service to their country.

1. In 1918, it established offices to help returning veterans find jobs.

2. In 1933 it established public employment offices with a Veterans Service devoted to employment of veterans.

3. In 1944 it established that public employment offices shall give priority to qualified veterans in referring workers to job openings.

4. In 1972 it gave statutory authority to the Mandatory Listing of jobs by Federal Contractors and related veteran preference.

5. In 1983 it established that as long a unemployment and under-employment continue as serious problems among disabled veterans and Vietnam-Era veterans, alleviating these problems is a national responsibility.

In summation, I cannot think of a better program for carrying out these established policies than through the Emergency Veterans Job Training Act.

Illinois Department of Employment Security

910 South Michigan Avenue • Chicago, Illinois 60605
1936 N. Henderson St., Galesburg, IL 61401

July 15, 1985

The Honorable Thomas A. Daschle
Chairman, House Veterans Affairs Subcommittee
on Education, Training and Employment
U.S. House of Representatives
2455 Rayburn Building
Washington, D.C. 20515

Dear Congressman Daschle:

The following requested additional information is submitted for inclusion in the record of testimony taken at the Veterans Employment Hearing in Galesburg, Illinois, on July 2, 1985:

A. "What is the reason for the difference between the large number of approved EVJTA training positions and the small number of filled positions?"

Many of the training positions requested were in anticipation of increased business. Following are the statistics for this office for the period 7/1/84 through 6/30/85:

Total OJT positions approved	135
Total OJT hires (placements)	39
Cancellations	05
Pending	91
Actual openings that can be referred on	00

The 91 pending positions are non-referrable because of a slow-down in local employer business. Some examples are:

Employer	Approved	Hires	Pending	Actual Openings
Admiral (Magic Chef)	50	13	37	00
Wilson Foods	40	09	31	00
Hawkinson Manufacturing	05	00	05	00

JOB SERVICE UNEMPLOYMENT INSURANCE

B. "Are there less unemployed veterans in your area now than there were in October, 1983?"

'No' we had 1,600 unemployed veterans in Knox, Warren, Henderson, and McDonough counties in October, 1983. With an average unemployment rate of 14.8% we placed 180 veterans in full-time work in FY 1983.

Using all available resources we increased our veteran hires to 450 in FY 1984 with an unemployment rate of 13.1%. In FY85 veteran hires remained at a steady 450 with an unemployment rate of 17.3 %.

Even with increasing hires by over 100% during the past two years, we still have over 1,600 unemployed veterans in our four counties.

This reaffirms the need for continued help in getting veterans jobs.

Sincerely,

SALLY A. WARD
D I R E C T O R

Thelma M. Basley, Manager
Galesburg Employment Security

By: Gerald L Kessel
Gerald L. Kessel, Veteran Employment Representative

TMB:GLK:evs

c.c.: Congressman Lane Evans
Jackie Righter, Manager, Northwest Region
Thelma M. Basley, Manager, Galesburg E.S.

STATEMENT OF

SAMUEL L. HOLMES

ASSISTANT DIRECTOR

VETERANS ADMINISTRATION REGIONAL OFFICE CHICAGO

BEFORE THE

SUBCOMMITTEE ON EDUCATION, TRAINING AND EMPLOYMENT

COMMITTEE ON VETERANS' AFFAIRS

HELD AT GALESBURG, ILLINOIS

JULY 2, 1985

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to present information concerning the Veterans Administration's activity in implementing the Emergency Veterans' Job Training Act of 1983 (EVJTA) in Illinois. Mr. Grady W. Horton, the Director of the Regional Office, sends his greetings and would have personally appeared before this committee except for business which took him out of state.

In August, 1983 we became aware of the EVJTA and made initial contact with the Department of Labor (DOL) and Illinois Job Service to establish liaison between our agencies. On September 28, 1983, we participated in a joint training session in Kansas City, Missouri concerning the implementation of the bill. It was decided, that in Illinois, the DOL and the Illinois Job Service would be the major point of contact for employers who are interested in participating in the program. Concurrently they have the resources in which to provide outreach and job development with employers and are assigned the primary responsibility for job development and job placement.

We participated in three training seminars conducted by the DOL for Veterans Employment Representatives (VER) and Disabled Veterans Outreach Program (DVOP). We also meet frequently with DOL at the state level. Two VA employees were assigned full-time for the first eight months of the program to review the employers' applications and job descriptions and also to provide a one-on-one training for the VER's who were developing the jobs. Additionally, at the height of the

program a full-time equivalent of eight people supported the program by issuing the Certificates of Eligibility, reviewing the veteran's eligibility once hired and for vocational counseling. At the present time approximately two full-time equivalent employees are devoted to the EVJTA.

The VA is responsible for processing requests for Certificates of Eligibility, to determine eligibility, review the training programs and approve the employers; and to conduct compliance surveys in these work establishments.

We are especially proud of the fact that our Education Liaison Representative personally developed two national approvals for McDonalds' restaurants and Montgomery Wards. These approvals opened up close to 4,000 jobs nationwide.

34,683 applications were received from veterans requesting Certificates of Eligibility of which 21,606 were approved. We sent the DOL the names, addresses and claim numbers of every veteran who was approved for a Certificate of Eligibility to facilitate their outreach effort. Our Vocational Rehabilitation and Counseling Division provided job counseling to 1,034 veterans as to job interviewing techniques, not only for the Jobs Bill but for employment in general.

Our latest statistics show:

914 veterans have been hired in Illinois with a total commitment of $3,606,460.00.

Nationally, 33,109 veterans have been hired with a total commitment of $118,778,330.00.

In Illinois, 1,462 employers have submitted applications.

1,352 of them have been approved. The total number of job slots is 3,072.

Approximately 60% of approved employers have hired a veteran.

The program has proven more successful in smaller communities as opposed to metropolitan areas.

Mr. Chairman, since veterans' employment preference is under the jurisdiction of the Office of Personnel Management, I cannot comment on the overall effectiveness of this program; however, if our office is any example, over 45% of all our employees are veterans.

Mr. Chairman, that concludes my prepared testimony. I will be please to answer any questions you or other members of the Subcommittee may have.

PREPARED STATEMENT OF MARK A. FRANCK, KOPPERS CO. INC.

As a part of our continuing commitment to Equal Employment Opportunity and affirmative action, Koppers Company, Inc., Galesburg, Illinois Plant has undertaken a commitment to the hiring of veterans. This commitment has grown from several factors.

Our experience at Koppers Company with the hiring of veterans has been a positive one. The veterans we have hired at Koppers Company brought with them, as a part of their service background, a willingness to learn, positive work habits and self-discipline.

The management at Koppers Company believes that in order to make our corporate equal employment opportunity effort effective, each Koppers employees must have a sense of personal commitment toward fulfilling our objectives. Veterans deserve a chance at gainful employment and our corporate and individual commitment is to help create a solution to a difficult problem. We at the Galesburg Plant are dedicated to help solve this problem.

The Emergency Job Training Act of 1983 has established an incentive to companies to hire the veteran. The reimbursement of up to nine months and 50% of our starting wage is an incentive that cannot be overlooked in these times of economic instability. While costs are continually rising and pricing to customers must be held at past levels in order to remain competitive, companies such as ours must rely on cost cutting measures and productivity to remain fainancially strong. The Emergency Job Training Act in the State of Illinois allows our company to hold down the cost of training new employees and gives a financial incentive to hiring the Veteran. We will continue to support the local Job Service in their efforts if this program is continued.

Witnesses for Koppers Company, Inc., Galesburg Plant, at the July 2, 1985, hearing held at Jumer's Continental Inn will be Mark A. Franck, Plant Manager; Daniel Shane, Material Handler and veteran.

PREPARED STATEMENT OF DANIEL L. SHANE, VIETNAM VETERAN

I got out of the Navy in September, 1984. When I came home I had no idea unemployment was so bad. February 1985, 28% unemployment in Knox County was one of the highest in the nation. With my education in the service I didn't feel there would be any problem finding work. I was wrong.

I earned my G.I. Bill in Vietnam. I started college in November, 1984, and applied for the V.A. Benefits but didn't receive any until March, 1985, with the help of Congressman Lane Evans. It makes it very hard to go to school, pay for books and take care of a family and not receive your benefits. I don't like sitting in a classroom. I would rather be working. So, the job training is just right for me, especially since I was unable to get a job in the field for which I was trained in the Navy.

The Emergency Veterans' Job Training program was a godsend as far as I am concerned. The V.A. representative and all the Galesburg, Illinois Job Service personnel helped in every way they could.

Koppers Company hired me under this program—I don't know that they would have otherwise—because they could recover up to $10,000 of my wages. That seems to me like smart business. They find out if I am a good worker who shows up for work every day on time. If not, they can let me go and only lose half the wages I have drawn. I like the job at Koppers and hope to be there a long time.

Testimony

of

Dennis Bramlett

July 2, 1985

Congressional Veterans Forum

Galesburg, Ill.

My first attempt to secure employment was two weeks after my return home from Viet Nam, the second week of Sept. 1969. I went to the local Laborers Hall 538 to return to work there's the union, but was told by the business representative that they did not need people like myself [illegible]. I left at that point and not until Nov. 1970 did I ever again try to secure any employment or any of my old rights to my previous job.

Since Jan. 1976, I have received my application in the number of [illegible] of vets. This is the [illegible] that I have received:

(11-?) State of Ill. I was interviewed for [illegible] warden job in Warren County. After my interview the State Director told me, [illegible] was told that there were [illegible] who did not [illegible].

(1-82) Iowa unemployment, Fifth District: They hired an individual, a non-vet but a good politician. I was not interviewed for the job.

In April 1982 I learned of a opening at the state mental institution for [illegible] maintenance. I took the test, received a [illegible], and felt I scored above the [illegible] I was waiting for my test results.

(10-82) I retook the state test to maintain my eligibility as a Vet's preference. My test score was again [illegible]. In my application I stated I would take any part-time or temporary work.

(1-26-85) After I learned the state hired 5 part-time people; one vet, all republicans, I received a phone call from Frank Gustine. He stated that he was in charge of part-time appointments for the state highway department, I was to submit an application with references, a drivers license, a job history, plus a [illegible] of my military record for his consideration. This was in reply to my questions addressed to Lloyd Leonard, personnel manager for the state department of transportation in Peoria.

(4-85) I sent for job interview for highway maintainer in Warren County. Mr. Leonard stated there were only 19 people to be interviewed and to be considered for the job, I needed to live in Warren County. I have written since asking for the reasons for my non-appointment.

(5-"5) I had another job interview for a state highway maintainer in Knox County. I called Mr. Howard if I had to live in Knox County, or move to Knox County to be appointed. Mr. Howard stated "I'm not going to say to move or."
I have not received a explanation why I was non-appointed.

(10-[illegible]) I have another interview in person for the job as highway maintainer in Knox County. We discussed the ability for continuous work hours a period (8-12-8), and was told that overtime notice was just "free".

Knox County Parks Department: I have been applying for work since March 1978. I've known of several hires and talked to both supervisors about the job's, but was never considered for full time work. Mr. Hiff stated that individuals just out of high school would be hired and given permanent jobs. I did not qualify.

(11-"4) : Mr. Griffith hired a man/woman without an interview, his job title had been changed, so he was transferred to a county work. Mr. Griffith admitted unfair hiring practices. In March 1985 Mr. Griffith interviewed for part-time employment at $4.25 per hr. of the 4 part-time hires only 1 was a vet.

(3-84) The City of Galesburg: City water dept. advertised for a job. I applied and met with city manager the state a part-time person would be transferred to the job. When asked about the affirmative action for Viet Nam Vets, he would not respond.

U.S. Dept. of Soil Conservation: The job was listed with Job Service as GS-5 Tech at 5.35 per hour ground level. I applied but I was never interviewed and later learned it was filled by a non vet.

(12-83) Galesburg Sanitary District: I filled out an application and was interviewed by Mr. Downing. In Nov. 1984 I was rejected. I informed Mr. Downing of the V.P.T. and other actions that I qualify for but he stated "they were not going to hire anyone." In March 1985 they hired a person. When I asked Mr. Downing if the new hire was a vet he stated he "did not think he was." I filed a protest with Job Service and the federal office of Contract Compliance.

I have attempted employment at Carl Sandburg College in the maintenance dept. When investigating a recent job opening, I spoke with the maintenance supervisor, Mr. Alcock. He stated "as far as veterans consideration in preference goes, the only preference was in giving the veteran an interview but not the job.

Knox College expressed their concern for West Van Vets employment. A fellow West Van vet worked for the store cleaner job but was not even interviewed. He has a B.A. degree. The job paid $3.50 per hour.

Capital was qualified for both F.T.E. in Terms of showing my employability. I have not yet progressed to get the most to utilize these programs, especially the V.F.T. program. There exists existing:

Holt Plumbing and Heating
City of Galesburg
City of Knoxville
Illinois River Co.
Galesburg Sanitary District
Hunter Lumber, Plumbing, Heating and Electric
Gunther Construction Co.
Galesburg Builders Supply Co.
Knox College
St. Mary's Square
Spoon River Mental Health
Cottage Hosp.
St. Mary's Hosp.
Johnson Builders
Warren Concrete
Bob Weaver Brick
Knox County Landfill
Peabody Coal "Midland Mines"
Blackhawk Foundation
Heinz Construction
S.J. Groves
Kistler Construction Co.
Knoxville School District 202

Having worked in the construction industry for 18 years, I have not seen the consideration given to vets. I was black balled by the laborers local 538 and had to file a grievance with the national laborers elections board. Because of this I have a constant battle for employment with limited job possibilities with local 538 whose offensive actions for minority groups are given preference over veterans

Operating Engineers local 612 would not give me referrals for employment. I was a member of the Intern'l Wood Union at one time but I didn't have any clout or leverage with this local.

These [illegible] are [illegible] seeking gainful employment in this area are the reasons for my stepping forward. I have not given up on the ideals of a free and fair society. I have discussed this with many vets and their feelings and hopes for fairness be shown to those who did serve. We don't want something for nothing unless service to this war was less than honorable.

STATEMENT OF ROSS DURBALA, READJUSTMENT COUNSELING SPECIALIST, MOLINE, IL VET CENTER

Congressman Evans and Congressman Daschle, I want to thank you for the opportunity to address the issue of veterans employment in the Quad Cities area, as you know, the Moline-Davenport area has been very hard hit by the present economic situation. The Quad Cities industry has been primarily based on the manufacturing of agriculturally related equipment; and with the present state of the economy, agriculture has been one of the areas to be hurt the most. This has resulted in several major plants closing in our area; such as, Farmall and International Harvester, and reduction in the work force of several others such as, John Deere, Case, and Caterpillar Tractor.

Vietnam Era Vietnam have been hurt especially hard by these reductions. While it is true that there are laws regarding veterans re-employment right, most of these veterans joined the military shortly after high school and, therefore, had no civilian job which to return. When they did return to civilian life, they found themselves several years behind their non-veteran peers in both education and seniorty. Furthermore, during the Vietnam Era, many employers would not hire returning Vietnam Veterans because they were considered controversial or sterotyped as losers and drug addicts; this had the effct of increasing the seniority gap between the veterans and their peers. Therefore, since they were the last hired, they were consequently the first fired. So, once again, the veteran is in the forefront of the unemployed.

The majority of these veterans have been employed in either the capacity of unskilled labor, or in skilled factory related occupations, such as machine operators, welders, and assembly work. With the present level of manufacturing being done in this country, these veterans' skills and experiences are no longer as marketable as they have been in the past. With rampant unemployment levels in this country, this situation becomes unbearable for an ever growing number of veterans. In the short time that the Quad Cities Vet Center has been established, we have observed that the majority of our clients are suffering from employment related problems; many of them are in jeopardy of losing their homes, their cars, and their families due to the added burdens of unemployment. These veterans are very concerned about their future as they look for work in their field and find nothing available, and they lose hope of ever getting back on their feet again.

The Emergency Veterans Job Training Bill has given many of these veterans the first real sign of hope in obtaining employment stability. Now these veterans may be told that they are not eligible for benefits because they were not unemployed for 15 weeks prior to Feb 28, 1985, or because they did not find out about the program before Febuary 28th.

In the Rock Island County area the program has been a definite benefit for 52 Vietnam and Korean era veterans who are now, successfully employed supporting themselves and their families, and paying taxes. The program is also a success for 52 employers who have hired and trained hard working employees that they could not have afforded to hire without the help of the Emergency Veterans Training Bill. The latest official unemployment figures for the Rock Island County area stands at 12.4%. This number, however, does not reflect the number of people who are no longer receiving unemployment compensation and therefore, not counted. In light of this, the fact that 52 veterans are now working and being trained for new careers has to be regarded as a successful program.

There continues to be a large number ofVietnam and Korean era veterans who did not learn about the program in time to register for certification. These veterans need to be retrained into a viable skill area. At this time, the need for retraining is critical for many of these veterans, particulary the Korean era and older Vietnam era veterans, because they are fast approaching the age where most employers are reluctant to hire them in spite of financial reimbursement for training. These veterans can not wait much longer for help; their world is collapsing around them now. Something must be done very soon to help these veterans obtain the necessary skills

needed to compete in todays job markets. It is therefore evident that there is a dire need in the Quad Cities area for an extension of the Emergency Veterans Job Training program. For the Quad Cities, the emergency is not over yet.

Prior to my testimony here today, I asked several Local Veterans Employment Representatives (LVER) and Disabled Veteran Outreach Persons (DVOP 's), in both Iowa and Illinois, for their recommendations concerning the program. These veteran employment professional are of the opinion that there should be three major changes to the program these changes are:

1. Requiring a veteran to remain unemployed for 15 of the last 20 weeks is unduly restritive in todays' economy.
2. The time frame from the veterans original filing date for certification to the final authorization for the employer to hire that veteran is too long and has resulted in several employers hiring non-veterans through other programs.
3. The authorization for training should be extended from 9 months to 12 months for non-disabled veterans.

In conclusion, I wish to stress that I believe these veterans are not looking for a hand out, they are just looking for the opportunity to return to work in order to support themselves and their families. The extension of the Emergency Veterans Job Training program is essential for veterans to realize their long term employment goals.

Thank you.

U.S. Department of Labor

Office of the Assistant Secretary
For Veterans Employment and Training Service

910 South Michigan Avenue, Room 359
Chicago, Illinois 60605

August 20, 1985

The Honorable Tom Daschle
Chairman, Subcommittee on Education
Training and Employment
U.S. House of Representatives
Washington, D.C. 20515

Dear Congressman Daschle:

This is in response to your request for additional information regarding promotional efforts for the "Emergency Veterans Job Training Program," in the state of Illinois.

The following information is a progression of outreach and related activities in which Illinois Veterans Employment and Training staff were involved in order to implement the Emergency Veterans Job Training Act (EVJTA) Program. These activities began soon after President Reagan signed Public Law 98-77 on August 15, 1983

During the month of September 1983, several meetings were held between the Illinois Department of Employment Security, Veterans Administration and the Veterans Employment and Training Service to discuss the responsibility of each agency in implementing the program. As you know the U.S. Congress did not appropriate funding for the program to the V.A. until late November or early December 1983.

On October 13, 1983 the operating procedures were completed by the Illinois Department of Employment Security (IDES), and reviewed by the Veterans Administration and the U.S. Department of Labor, Veterans Employment and Training Service (VETS). Also, during the month of October, a minimum of two Job Service staff in each office were trained by the three principal agencies regarding the Emergency Veterans Job Training Program. At that time an explanation of the program and it's requirements were given to all trainees. On December 1, 1983, the Illinois Department of Employment Security efforts were fully operational.

During the same period the Illinois Department of Employment Security's Public Information Office was developing media scripts and other releases for publicity. Also, brochures were designed specifically for marketing the EVJTA program. During the time frame of October 1, 1983 and February 1985, approximately 120,000 brochures and pamphlets were developed and distributed to eligible employers and veterans. Also, one five (5) minute film on EVJTA was developed, one twelve (12) minute slide presentation and two public service

announcements of thirty (30) and sixty (60) seconds in length were prepared and distributed.

In March 1985, the U.S. Department of Labor, Office of the Assistant Secretary for Veterans Employment and Training, approved a request by the Department of Employment Security and funded six communication projects promoting the employment of veterans in the State of Illinois. The new products that market programs and services for veterans, the Emergency Veterans Job Training Act in particular, are:

1) ten minute film (primarily EVJTA),
2) thirty second Television Public Service Announcement (primarily EVJTA),
3) four color EVJTA brochures,
4) one color EVJTA brochure,
5) two color brochures (all programs/services),
6) a four panel display (primarily EVJTA).

The materials developed by the Illinois Department of Employment Security, has been and is still being distributed to employers and other governmental agencies that deal with employers and chambers of commerce. Information is provided to the veteran organizations so that it can be used in their monthly newspapers, as well as, distributed to the local veteran organizations at the post and community level. The Job Service Employer Committee (JSEC), is being provided information at the state and local level. We have participated in their quarterly meetings for the primary purpose of marketing the Emergency Veterans Job Training Program. The Illinois Jobs for Vets, Inc. (JFV), conducts veterans employment seminars throughout the state of Illinois. We participate in their seminars in our efforts to disseminate information and discuss the Emergency Veterans Job Training Program. The twenty-six (26) Service Delivery Areas (SDA's), have been provided information explaining the Emergency Veterans Job Training Program.

The Veterans Employment and Training Service funds the Illinois Department of Employment Security to provide outreach job development, placement and other services through the Local Veterans' Employment Representative (LVER) and the Disabled Veteran Outreach Program (DVOP). The LVER's, DVOP specialists and the entire staff of the Illinois Department of Security was given the responsibility of making the Emergency Veterans Job Training a priority program through its job development and outreach mechanism.

The Disabled Veteran Outreach Program was designed especially to provide outreach in the community where the specialist is assigned. The Disabled Veteran Outreach Program Specialist, along with Local Veterans Employment Representatives and other job service staff, participate on an on-going basis in employer seminars sponsored by the Job Service Employer Committees, Chambers of Commerce and other private, city, county, and state agencies in their efforts to promote the Emergency Veterans Employment Training Program.

I hope this information is sufficient, if not please feel free to contact me.

Sincerely,

Samuel L. Parks

SAMUEL L. PARKS, State Director
Veterans Employment and Training Service

WRITTEN COMMITTEE QUESTIONS AND THEIR RESPONSE

HON. THOMAS A. DASCHLE TO VETERANS' ADMINISTRATION

DEMOCRATS
G.V. (SONNY) MONTGOMERY, MISSISSIPPI
DON EDWARDS, CALIFORNIA
BOB EDGAR, PENNSYLVANIA
SAM B. HALL, JR., TEXAS
DOUGLAS APPLEGATE, OHIO
RICHARD C. SHELBY, ALABAMA
LAN MEAS, FLORIDA
THOMAS A. DASCHLE, SOUTH DAKOTA
WAYNE DOWDY, MISSISSIPPI
LANE EVANS, ILLINOIS
MARCY KAPTUR, OHIO
ALAN B. MOLLOHAN, WEST VIRGINIA
TIM PENNY, MINNESOTA
HARLEY O. STAGGERS, JR., WEST VIRGINIA
J. ROY ROWLAND, GEORGIA
JOHN BRYANT, TEXAS
JAMES J. FLORIO, NEW JERSEY
KENNETH J. GRAY, ILLINOIS
PAUL E. KANJORSKI, PENNSYLVANIA
TOMMY F. ROBINSON, ARKANSAS
MACK FLEMING
CHIEF COUNSEL AND STAFF DIRECTOR

NINETY-NINTH CONGRESS
G.V. (SONNY) MONTGOMERY
CHAIRMAN

U.S. House of Representatives
COMMITTEE ON VETERANS' AFFAIRS
335 CANNON HOUSE OFFICE BUILDING
Washington, DC 20515

REPUBLICANS
JOHN PAUL HAMMERSCHMIDT, ARKANSAS
CHALMERS P. WYLIE, OHIO
E. WOOD WILLIS, INDIANA
GERALD B.H. SOLOMON, NEW YORK
BOB MCEWEN, OHIO
CHRISTOPHER H. SMITH, NEW JERSEY
DAN BURTON, INDIANA
DON SUNDQUIST, TENNESSEE
MICHAEL BILIRAKIS, FLORIDA
NANCY LEE JOHNSON, CONNECTICUT
GUY V. MOLINARI, NEW YORK
THOMAS J. ROGE, PENNSYLVANIA
WILLIAM M. HENDON, NORTH CAROLINA
JOHN G. ROWLAND, CONNECTICUT

July 9, 1985

Mr. Samuel Holmes
Assistant Director
Chicago VA Regional Office
P. O. Box 8136
Chicago, IL 60680

Dear Mr. Holmes:

I want to thank you for participating in the hearing held by the Subcommittee on Education, Training and Employment on July 2, 1985, in Galesburg, Illinois. You were a very informative and cooperative witness, and your testimony will be very helpful as the Subcommittee reviews and evaluates the administration of veterans' preference and the Emergency Veterans' Job Training Act (EVJTA).

I regret that time did not permit asking you all of the questions that the Members of the Subcommittee had planned to submit to you at the hearing. I will appreciate it if you will answer the attached questions and return your responses to me by July 26, 1985. The questions, together with you answers, will be made a part of the official hearing record.

The success of veterans employment programs is a high priority with this Committee, and I know that with all of us working together they will be the effective programs we all intend them to be.

Are you sending copies of employer training program certificates to the appropriate individuals in the Illinois Department of Labor?

Sincerely,

TOM DASCHLE
Chairman
Subcommittee on Education,
Training and Employment

TD:ek

Regional Office

536 South Clark Street
P.O. Box 8136
Chicago IL 60680

Veterans Administration

July 23, 1985

JUL 26 1985

In Reply Refer To 328/001

Honorable Thomas A. Daschle
Chairman, Subcommittee on
Education, Training and Employment
Committee on Veterans' Affairs
335 Cannon House Office Building
Washington, D. C. 20515

Dear Mr. Chairman:

This is in reply to your July 9, 1985 letter in which you requested additional information relative to my testimony at the hearing of the Subcommittee on Education, Training and Employment of the Committee on Veterans' Affairs on July 2, 1985, in Galesburg, Illinois.

When an employer's application has been approved, we send a copy of the approval letter to the State Director of Veterans' Employment and Training. On this copy we indicate the name of the Veterans' Employment Representative who assisted the employer in making application. The State Director sends this copy to the appropriate Illinois Job Service Regional Director who in turn sends it to the Job Service office of origin.

To expedite the notification process, our Regional Office adopted a policy of calling the Veterans' Employment Representative as soon as an application he or she submitted has been approved. Since many employers are eager to hire an eligible veteran quickly, this policy has been very well received.

We believe the Chicago Regional Office has maintained a high level of cooperation and communication with the U. S. Department of Labor and Illinois Job Service. Should you have any further questions, please let me know.

Sincerely yours,

SAMUEL L. HOLMES
Assistant Director

HON. THOMAS A. DASCHLE TO QUAD CITIES VET CENTER, MOLINE, IL

DEMOCRATS
G.V. (SONNY) MONTGOMERY, MISSISSIPPI
DON EDWARDS, CALIFORNIA
BOB EDGAR, PENNSYLVANIA
SAM B. HALL, JR., TEXAS
DOUGLAS APPLEGATE, OHIO
RICHARD C. SHELBY, ALABAMA
DAN MICA, FLORIDA
THOMAS A. DASCHLE, SOUTH DAKOTA
WAYNE DOWDY, MISSISSIPPI
LANE EVANS, ILLINOIS
MARCY KAPTUR, OHIO
ALAN B. MOLLOHAN, WEST VIRGINIA
TIMOTHY J. PENNY, MINNESOTA
HARLEY O. STAGGERS, JR., WEST VIRGINIA
J. ROY ROWLAND, GEORGIA
JOHN BRYANT, TEXAS
JAMES J. FLORIO, NEW JERSEY
KENNETH J. GRAY, ILLINOIS
PAUL E. KANJORSKI, PENNSYLVANIA
TOMMY F. ROBINSON, ARKANSAS
MACK FLEMING
CHIEF COUNSEL AND STAFF DIRECTOR

NINETY-NINTH CONGRESS
G.V. (SONNY) MONTGOMERY
CHAIRMAN

U.S. House of Representatives
COMMITTEE ON VETERANS' AFFAIRS
335 CANNON HOUSE OFFICE BUILDING
Washington, DC 20515

REPUBLICANS
JOHN PAUL HAMMERSCHMIDT, ARKANSAS
CHALMERS P. WYLIE, OHIO
ELWOOD HILLIS, INDIANA
GERALD B.H. SOLOMON, NEW YORK
BOB MCEWEN, OHIO
CHRISTOPHER H. SMITH, NEW JERSEY
DAN BURTON, INDIANA
DON SUNDQUIST, TENNESSEE
MICHAEL BILIRAKIS, FLORIDA
NANCY LEE JOHNSON, CONNECTICUT
GUY V. MOLINARI, NEW YORK
THOMAS J. RIDGE, PENNSYLVANIA
WILLIAM M. HENDON, NORTH CAROLINA
JOHN G. ROWLAND, CONNECTICUT

July 9, 1985

Mr. Ross Durbala
Readjustment Counseling Specialist
Moline Vet Center
111 18th Street
Rock Island, IL 61201

Dear Mr. Durbala:

I want to thank you for participating in the hearing held by the Subcommittee on Education, Training and Employment on July 2, 1985, in Galesburg, Illinois. You were a very informative and cooperative witness, and your testimony will be very helpful as the Subcommittee reviews and evaluates the administration of veterans' preference and the Emergency Veterans' Job Training Act (EVJTA).

I regret that time did not permit asking you all of the questions that the Members of the Subcommittee had planned to submit to you at the hearing. I will appreciate it if you will answer the attached questions and return your responses to me by July 26, 1985. The questions, together with you answers, will be made a part of the official hearing record.

The success of veterans employment programs is a high priority with this Committee, and I know that with all of us working together they will be the effective programs we all intend them to be.

1) A recent study indicates that employers still disciminate against veterans of Vietnam. Would you agree with the finding of this study?

2) What can you in the Vet Center do to help change the public image of Vietnam veterans?

Sincerely,

TOM DASCHLE
Chairman
Subcommittee on Education,
Training and Employment

TD:ek

Medical Center Iowa City IA 52240

QUAD CITIES VET CENTER 1529 46th Ave. #6
Moline, IL 61265
(309) 762-6954

Veterans Administration

JUL 29 1985

July 25, 1985

In Reply Refer To

Tom Daschle, Chairman
Subcommittee on Education,Training and Employment
U.S. House of Representatives
335 Cannon House Office Building
Washington, DC 20515

Congressman Daschle:

In response to your letter dated July 9, 1985, I am submitting my answers to your two questions:

1. Since the Quad Cities Vet Center has been in operation for such a short time,we have not gathered enough information to adquately answer this question. Many of the Vietnam veterans I have talked with state that the federal agencies are the worst offenders and I have received numerous complaints from Vietnam veterans concerning the hiring practices of the Post Office. I have been told that the Post Office will hire disabled Vietnam veterans and put them in situations they can not physically handle. They are then fired or forced to quit before the end of their 90 day probation. In this way, I am told, the Post Office can show that they are hiring disabled veterans, but they are not working out. I want to stress that I have no official way to verify this information and the Quad Cities Vet Center has not been in operation long enough to be able to gather enough data to make an informed statement.

2. The Vet Center program can help change the public image of Vietnam veterans through public education and readjustment counseling. The Vet Center can and does provide public education through the media and by developing and implementing presentations to schools, community groups, veterans groups, and human service agencies. In addition, the Vet Center through readjustment counseling, helps the veterans change their own self-image which, over time, will be reflected in the public image of Vietnam vets.

I hope that these answers will help you and your sub-committee continue the valuable work you are doing.

Ross Durbala

ROSS DURBALA
Readjustment Counseling Specialist
Quad Cities Vet Center

HON. THOMAS A. DASCHLE TO OFFICE OF PERSONNEL MANAGEMENT

United States
Office of Personnel Management
Washington, D.C. 20415

JL 26 85

Honorable Tom Daschle
Chairman, Subcommittee on Education,
Training and Employment
Committee on Veterans' Affairs
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Daschle:

I am pleased to respond to the questions raised by Members of the Subcommittee on Education, Training and Employment, Committee on Veterans' Affairs, at a hearing held on July 2, 1985, in Galesburg, Illinois. The enclosure contains OPM's responses to the Subcommittee's questions.

I hope this information is helpful.

Sincerely,

John J. McGuire
Personnel Management Specialist

Enclosure

The Office of Personnel Management's (OPM) Responses to Questions Raised by Members of the Subcommittee on Education, Training and Employment, Committee on Veterans' Affairs, U.S. House of Representatives at a Hearing Held on July 2, 1985 in Galesburg, Illinois

1. In 1982, OPM abolished PACE, the Civil Service exam which had been used as the basis of selection for entry-level GS-5 and GS-7 professional positions. This action was taken pursuant to a consent decree settling a legal challenge to the use of the exam.

For the record, would you describe the hiring procedures now being used for positions formerly covered by PACE, and explain what procedures are being used to ensure veterans' preference is still being extended to preference eligibles?

OPM RESPONSE:

The hiring procedure now being used for positions formerly covered by PACE is a Special Schedule B excepted service hiring authority. Schedule B includes those jobs in the excepted service for which OPM has found it impracticable to hold competitive examinations.

This authority requires that application of veterans' preference be included in agencies' selection procedures. The Schedule B procedures require agencies to grant preference to veterans equivalent to that provided for by the Veterans' Preference Act. The preference may be provided by agencies without assigning numerical scores; must give practical effect of veterans' preference; and must include provisions for approval of objections to or passover of preference eligibles at a higher level under conditions comparable to those imposed under competitive examinations. OPM monitors agencies' use of the Schedule B authority to assure veterans' preference requirements are met.

2. What efforts have been made by OPM to remind Federal agencies of their responsibilities to veterans who are seeking Federal employment?

OPM RESPONSE:

The Office of Personnel Management actively supports Federal employment of veterans through its OPM training courses on veterans employment in both Washington, D.C. and its 10 regions; provides technical guidance and assistance; evaluates and makes recommendations to improve agencies' veteran employment programs; issues policy directives on veterans employment; participates in Interagency Group forums on veterans employment; and develops nationwide initiatives on veterans employment. A recent initiative which OPM successfully carried out was a variety of commemorative activities in connection with the 40th anniversary of the Veterans' Preference Act.

3. What actions are taken when it is brought to the attention of OPM that an agency is not meeting its responsibilities?

OPM RESPONSE:

Consistent with law and regulations, OPM requires agencies to take corrective action when agencies fail to meet their veterans' preference responsibilities. Corrective action may be warranted, for example, as a result of an onsite review where allegations of improper use of veterans' preference are made.

4. You indicate that agencies in the Chicago Region know they can go to veterans groups, State Job Service Offices, and other sources for assistance in hiring veterans. Do these agencies actually follow through and take advantage of these sources? Do they take initiative and ask for the assistance that is available to them?

OPM RESPONSE:

Yes, to both questions. Agencies not only accept and appoint referrals from various sources of job-seeking veterans but also ask for assistance from, and work with, such referral organizations and agencies, including veteran organizations. State Job Service Local Veteran Employment Representatives direct veterans to OPM Federal Job Information Centers for application under competitive Civil Service examinations and directly to Federal agencies when veterans are eligible for noncompetitive appointment under either the excepted authority for veterans who are 30 percent or more compensably disabled for a service-connected disability or are Vietnam era veterans eligible for a Veterans Readjustment Appointment. Agencies work closely with the Vocational Rehabilitation and Counseling Division staff of VA Regional offices in the recruitment, appointment, retention, and advancement of 30 to 100 percent service-connected physically and mentally disabled veterans. The above and other veteran referral sources are also used by agencies in individual and interagency training programs for managers, supervisors, and other staff. Agencies also solicit referrals and other assistance from: veteran organizations; OPM National, Regional, and Area Office staff; community organizations with members who are veterans; and employees who are veterans.

5. The special noncompetitive temporary appointment for veterans who are 30 percent or more disabled can be a very effective means of bringing severely disabled veterans into the Federal workforce. The positive impact of this type of appointment is only fully realized, however, when the temporary appointment is converted by the agency to a regular appointment. In the Chicago area, what percentage of temporary appointments are converted to regular appointments?

OPM RESPONSE:

Since, in the July 2, 1985, hearing Congressman Evans specifically asked, "What percentage of temporary appointments in the Chicago regional area are converted to regular appointments?," our response is based on our study of agency installations throughout the Chicago Region. Our findings are that approximately 56 percent of veterans hired under the special noncompetitive temporary appointment procedure for veterans who are 30 percent or more disabled were subsequently converted to regular (i.e., permanent) appointments in the Competitive Service in Fiscal Year 1984. This is up from a 50 percent conversion rate in FY 1983. The actual number of veterans being converted rose from 121 in FY 1983 to 150 in FY 1984. Approximately 24 percent more veterans were placed in career or career-conditional appointments in FY 1984 than in FY 1983 as a result of this special appointment avenue. In looking at why veterns were not converted we found that there were many rather than any significant individual reasons or causes. For example, non-conversions resulted from such factors as: new career choices by the veteran, job performance, physical demands of the position, hiring freezes, reductions-in-force, and family or other personal matters.

6. When you review the Disabled Veterans Affirmative Action Plans (DVAAP) submitted to you annually, what procedures do you follow if a plan is judged to be unsatisfactory?

OPM RESPONSE:

OPM recommends the agency take positive actions to correct deficiencies. It offers technical assistance. It may request the agency to submit a revised plan. It follows up with the agency to assure the agency's DVAAP is in compliance with applicable regulations and Federal law.

7. In your testimony, you refer to OPM's information pamphlet entitled "Veterans' Preference in Federal Employment." The latest edition of this pamphlet should be updated to reflect the changes resulting from the abolition of the PACE exam. Do you know if there are any plans to reprint and update this pamphlet?

OPM RESPONSE:

Yes. This publication is being updated and revised. It includes useful information on the Veterans' Readjustment Appointments Program and the Disabled Veterans Affirmative Action Program. The publication will be available to the public in September of 1985.

HON. THOMAS A. DASCHLE TO U.S. DEPARTMENT OF LABOR

U.S. Department of Labor

Office of the Assistant Secretary
For Veterans Employment and Training Service

910 South Michigan Avenue, Room 539
Chicago, Illinois 60605

AUG 25 1985

August 20, 1985

The Honorable Tom Daschle
Chairman, Subcommittee on Education
Training and Employment
U.S. House of Representatives
Washington, D.C. 20515

Dear Congressman Daschle:

First, I want to thank you for allowing us to participate in the hearing held by the Subcommittee on Education, Training, and Employment, on July 2, 1985, in Galesburg, Illinois.

In reference to your letter of July 9, 1985, addressed to my Assistant State Director Angelo Terrell requesting additional information, I am providing the following information:

Question Number 1

Secretary of Labor Brock and Assistant Secretary Shasteen sponsored a stepped-up drive to boost Vietnam veterans employment under EVJTA during the month of May. What special efforts were made in Illinois during that month to increase the number of veterans placed in Illinois?

Answer

1. The Illinois drive to boost Vietnam veterans employment under EVJTA during the month of May consisted of several approaches. The Illinois Department of Employment Security's management issued two directives to the local Job Service offices instructing them about the special initiative for veterans employment under EVJTA during May, 1985.

2. Management emphasized the need for an increase in the number of local Job Service staff contacting employers as well as a strong push with Public Service Announcements.

3. Local Job Service staff were instructed in writing to follow-up with those employers that had been given VA approval to participate in EVJTA and had not hired any veterans by May 1, 1985. Each approved employer was sent a letter or a personal visit was made by local Job Service staff.

4. Three veteran organizations (American Legion, DAV and VFW) advertised the May special efforts in their monthly newspapers.

5. Jobs For Veterans, Inc. with VETS staff assistance ran two (2) seminars during May to aid us in our special efforts in placing veterans in the EVJTA program.

6. To promote increased interest and placement activity for veterans during May, the State E.S. Agency with Illinois VETS staff assistance helped set up a special recognition/award program. The State E.S. Agency is now in the process of arranging for special recognition of those (a) LVER's and DVOP's with the greatest number of EVJTA matches during May, and (b) the State Agency's Region with the largest number of local offices with the greatest average number of matches during May.

Question Number 2

If EVJTA is not extended, what programs will you suggest to veterans who contact you asking for employment assistance?

Answer

1. Job Training Partnership Act (JTPA) Programs

2. JTPA Title IV-C Grantee Programs

Current	Anticipated
Madison Bond County	St. Clair County
St. Clair County	Northern Cook County
	Governor's Office

3. State Vocational Rehabilitation Program (for Disabled Veterans)

4. VA/OJT and Special VA programs for Disabled Veterans

Sincerely,

Samuel L. Parks

SAMUEL L. PARKS, State Director
Veterans Employment and Training Service

HON. THOMAS A. DASCHLE TO DEPARTMENT OF THE ARMY

DEPARTMENT OF THE ARMY
HEADQUARTERS, US ARMY ARMAMENT, MUNITIONS AND CHEMICAL COMMAND
ROCK ISLAND, ILLINOIS 61299-6000
July 21, 1985

REPLY TO
ATTENTION OF
AMSMC-GCS (R)

JUL 29 1985

Honorable Tom Daschle
Chairman, Subcomittee on Education,
Training and Employment
House of Representatives
Washington, DC 20515

Dear Mr. Daschle:

In Mr. Lappin's temporary absence, I am responding to your request of July 9, 1985 for additional information resulting from your hearing on July 2, 1985 in Galesburg, Illinois.

The attached Information Paper addresses each of the four additional questions posed in your letter. Another issue which was not resolved at the hearing involved your questions regarding certain categories of veterans hired between fiscal year (FY) 79 and FY 84 and the substantial variances in those numbers. Specifically you questioned why the percent of Vietnam Era veteran hires dropped from 11.8 in FY 80 to 3.4 and 2.8 in FY's 81 and 82, respectively, and why the percent of VRA appointments dropped from 11.3 in FY 80 to 3.1, 1.8 and 1.6 in FY's 81-83, respectively. I understand that Mr. Lappin responded that he was not familiar with the specific numbers and would provide the information for the record.

Subsequent to the hearing, we became aware that the numbers to which you referred had been provided you by the Office of Personnel Management (OPM) and that they pertained to new hires for Rock Island County, Illinois, for the Department of the Army. It was therefore immediately obvious that the numbers and percentages included actions not handled by Rock Island Arsenal (RIA) and its Civilian Personnel Office (CPO). We have requested OPM to provide us with the composition of those numbers so that we can contrast them accurately with RIA's numbers. In the meantime, the RIA CPO has retrieved from its computer data base numbers for categories comparable to those utilized by OPM. These numbers, reflected in enclosure 2, apply to personnel currently employed on Arsenal Island, except employees of the Rock Island District Corps of Engineers, plus former employees hired during FY 79-84. Under all categories, except VRA appointments, the numbers apply to individuals hired and include all types of appointments-permanent, temporary, term, student-aid, etc. The VRA appointment numbers apply only to appointments to continuing positions.

The RIA numbers do not reflect the reduced percentages of Vietnam era veteran hires for FY's 81 and 82, as shown in the OPM numbers. Hopefully, when we receive the information requested from OPM we will be able to explain this anomoly. The RIA numbers do reflect reduced VRA appointments during FY 81 and 82, which we believe are explainable. Approximately 80 percent of VRA appointments are to intake level positions at RIA itself, not into tenant activities serviced by the RIA CPO. During FY 81 and 82, RIA was overstrength and subject to curtailed hiring. Additional authorizations in FY 83 increased RIA hiring and, accordingly, VRA appointments increased. It should be noted that prior to FY 85, VRA appointments could only be made to GS-7 or WG-7, or below, positions; VRA appointments can now be made to GS-9 or WG-9 positions. By way of summary, 40.1 percent of the current Arsenal Island workforce are preference eligible veterans (65.9 percent of the male workforce so qualify), 19.3 percent are Vietnam era veterans, 5.1 percent are disabled veterans, and .9 percent are "30 percent or more" disabled veterans.

I hope this information satisfactorily answers your remaining questions. Please do not hesitate to contact us if you require any additional information.

Sincerely,

John A. Rock
Acting Chief, General Law/
Congressional Affairs Division

Enclosures

INFORMATION PAPER

SUBJECT: Questions From House Subcommittee on Education, Training, and Employment

1. There are a number of reasons why a selecting official would not use VRA and 30 percent or more disabled veteran applicant files when filling a vacancy.

a. Some vacancies are filled through mandatory placement programs and the selecting official has no choice in what sources he or she will use in filling the position. Also the majority of vacancies are filled through "internal" promotion and reassignment actions from within the current workforce. Attached is an extract from RIA's local Merit Promotion and Placement Plan identifying the Order of Placement Considerations to better explain why the VRA or 30 percent disabled veteran applicant files may not be used when filling a vacancy.

b. When the selecting official does decide to fill a vacancy from the "outside", there a number of factors which must be considered. The Civil Service Reform Act of 1978 established that recruitment should be designed to achieve a Federal workforce from "all segments of society." The following are examples of provisions imposed to carry out this policy:

(1) Public Law 95-454, Section 310 of the Civil Service Reform Act of 1978 (codified as Section 7201 of Title 5 of the U.S. Code) requires,

> "That each executive agency conduct a continuing program for the recruitment of members of minorities for positions in the Agency to carry out the (anti-discrimination) policy set forth . . . in a manner designed to eliminate underrepresentation of minorities in the various categories of civil service employment within the Federal service with special efforts directed at recruiting in minority communities, in educational institutions and from other sources from which minorities can be recruited. . . ."

(2) Federal Personnel Manual 335.1-4 requires,

> "Selection procedures will provide for management's right to select or not select from among a group of best qualified candidates. They will also provide for management's right to select from other appropriate sources, such as reemployment priority lists, reinstatement, transfer, handicapped, or Veterans Readjustment eligibles or those

within reach on an appropriate OPM certificate. In deciding which source or sources to use, agencies have an obligation to determine which is most likely to best meet the agency mission objectives, contribute fresh ideas and new viewpoints, and meet the agency's affirmative action goals."

(3) Equal Employment Opportunity Commission Management Directive (EEO-MD) 712 entitled "Comprehensive Affirmative Action Program for Hiring, Placement, and Advancement of Handicapped Individuals" requires Federal agencies to ensure that qualified handicapped individuals have equitable opportunities to be hired, placed, and advanced in Federal jobs.

In an effort to meet the obligations identified above, selecting officials may properly decide to recruit from a source other than the VRA or 30 percent disabled veteran file.

2. Current "Disabled Veteran's Day" plans call for the first event to be held either in October, as a part of National Employ the Handicapped Week, with one day specifically dedicated to the disabled veteran, or in November around Veteran's Day. Detailed parameters for the event have not yet been established. However, wide publicity will be given both to veteran's groups and the public at large, to insure maximum participation.

3. The objective to enhance the advancement opportunities for disabled veterans will be impacted by the fact that use of Veteran's preference is not permitted by law when making selections for promotions from the current workforce. Such selections must be based strictly on job related merit factors pursuant to 5 U.S. Code, Section 2301. The objective to reduce the present loss rate of disabled veterans will be impacted by the fact that in most cases the decision to leave the workforce is beyond the control of the employer. RIA's loss of disabled veterans during FY 84 was 47; 3.9 percent of RIA employees who ceased employment with the Department of the Army. Only 1.0 percent were resignations. The other losses were due to retirements, (a total of 19) expiration of temporary appointments, transfers, death, among other reasons. During the first three quarters of FY 85, the disabled veteran loss rate from Army employment at RIA was 44, or 5.9 percent; which is lower than the Department of the Army's loss rate mentioned in General Delandro's letter of March 11, 1985. Of the 44 disabled veteran losses 30 (4.0 percent) were due to retirement and 9 (1.2 percent) were due to resignations. Specific efforts at RIA to enhance advancement opportunities, and to reduce the present loss of disabled veterans include:

a. The current procedure for acceptance of VRA applications is being revised to provide the opportunity for current employees, w o meet the criteria for a VRA appointment, to receive consideration for higher graded jobs through this "external" applicant file. This will be an additional avenue of advancement opportunity since VRAs in the workforce also receive consideration for promotions under local merit promotion procedures which announce job vacancies to the workforce.

b. A Job Information Center is available to current employees as well as "out-side" job applicants. Job opportunities within the Department of the Army and other Federal Agencies are posted. A telephonic recorded message is also available which gives information on current job announcements for positions at RIA. This message is available 24 hours a day, seven days a week. The number is (309) 782-2214.

c. A Learning Resource Center is available to all employees on Arsenal Island. This Center can provide training in several occupational areas at no cost to the Veteran. The Center is open Monday through Friday, 8:00 a.m. to 7:00 p.m. This enables the Veteran who desires training unrelated to his or her current position to attend after duty hours, at no cost. This is in addition to any Government sponsored job related training, through Government and non-Government facilities, which is provided to employees, as needed, to do their particular job.

d. Bulletin boards are provided in every organization to post vacancies which may be filled from the current workforce. Employees interested in promotion, reassignment, or change to lower grade who are within the area of search for a particular vacancy, may apply for these jobs.

4. The goal of 2 percent of accessions for Disabled Veterans is identified in General Delandro's letter of March 11, 1985. RIA was not involved in the establishment of this goal and we are not, therefore, able to explain the basis from which it was derived.

	TOTAL NEW HIRES	PREFERENCE ELIGIBLE VETS #	% OF TOTAL	VIETNAM ERA VETS #	% OF TOTAL	% OF VETS	DISABLED VETERANS #	% OF TOTAL	% OF VETS	VETERANS READJUSTMENT APPT* #	% OF TOTAL	% OF VETS	30% OR MORE DISABLED VETERANS #	% OF TOTAL	% OF VETS	% OF DISABL
FY 79	1095	364	33.2	145	13.2	39.8	32	2.9	8.8	55	5.0	15.1	3	0.3	0.8	9.4
FY 80	1525	511	33.5	245	16.1	48.0	55	3.6	10.8	112	7.3	21.9	13	0.8	2.5	23.6
FY 81	1136	428	37.7	215	18.9	50.2	38	3.4	8.9	23	2.0	5.4	7	0.6	1.6	18.4
FY 82	1057	346	32.7	161	15.2	46.5	56	5.3	16.2	28	2.6	8.1	14	1.3	4.0	25.0
FY 83	1330	466	35.0	296	22.3	63.5	69	5.2	14.8	103	7.7	22.1	17	1.3	3.6	24.6
FY 84	1855	561	30.2	376	20.3	67.0	82	4.4	14.6	105	5.7	18.7	22	1.2	3.9	26.8
FY 79-FY 84	7998	2676	33.5	1438	18.0	53.7	332	4.2	12.4	426	5.3	15.9	76	1.0	2.8	22.9

*Do not include VRA eligibles appointed to temporary or term position. Also, do not include current employees who were originally given VRA appointment but who now occupy a position reported under other special appointment, such as "upward mobility" positions.

While not directly correlated to the above figures, information obtained from the U.S. Census Bureau indicates that veterans comprise 16.8 percent of the total U.S. population age 16 and older. The figure for Rock Island County is 17.8 percent and the figure for Scott County is 18.7 percent.

DEMOCRATS
G.V. (SONNY) MONTGOMERY, MISSISSIPPI
DON EDWARDS, CALIFORNIA
BOB EDGAR, PENNSYLVANIA
SAM B. HALL, JR., TEXAS
DOUGLAS APPLEGATE, OHIO
RICHARD C. SHELBY, ALABAMA
DAN MICA, FLORIDA
THOMAS A. DASCHLE, SOUTH DAKOTA
ALONZO DAVIS, MISSISSIPPI
LANE EVANS, ILLINOIS
MARY ROSE OAKAR, OHIO
ALAN B. MOLLOHAN, WEST VIRGINIA
TIMOTHY J. PENNY, MINNESOTA
HAROLD E. SAWYER, JR., MICHIGAN
J. ROY ROWLAND, GEORGIA
JOHN BRYANT, TEXAS
JAMES J. FLORIO, NEW JERSEY
KENNETH J. GRAY, ILLINOIS
PAUL E. KANJORSKI, PENNSYLVANIA
TOMMY F. ROBINSON, ARKANSAS

MACK FLEMING
CHIEF COUNSEL AND STAFF DIRECTOR

NINETY-NINTH CONGRESS

G.V. (SONNY) MONTGOMERY
CHAIRMAN

U.S. House of Representatives
COMMITTEE ON VETERANS' AFFAIRS
335 CANNON HOUSE OFFICE BUILDING
Washington, DC 20515

July 9, 1985

REPUBLICANS
JOHN PAUL HAMMERSCHMIDT, ARKANSAS
CHALMERS P. WYLIE, OHIO
ELWOOD HILLIS, INDIANA
GERALD B.H. SOLOMON, NEW YORK
BOB MCEWEN, OHIO
CHRISTOPHER H. SMITH, NEW JERSEY
DAN BURTON, INDIANA
DON SUNDQUIST, TENNESSEE
MICHAEL BILIRAKIS, FLORIDA
NANCY LEE JOHNSON, CONNECTICUT
GUY V. MOLINARI, NEW YORK
THOMAS J. RIDGE, PENNSYLVANIA
WILLIAM H. HENDON, NORTH CAROLINA
JOHN G. ROWLAND, CONNECTICUT

Mr. Don Lappin
Hqts. AMC-COM
ATTN: DRSAR GCS
Rock Island Arsenal
Rock Island, IL 61299

Dear Mr. Lappin:

I want to thank you for participating in the hearing held by the Subcommittee on Education, Training and Employment on July 2, 1985, in Galesburg, Illinois. You were a very informative and cooperative witness, and your testimony will be very helpful as the Subcommittee reviews and evaluates the administration of veterans' preference and the Emergency Veterans' Job Training Act (EVJTA).

I regret that time did not permit asking you all of the questions that the Members of the Subcommittee had planned to submit to you at the hearing. I will appreciate it if you will answer the attached questions and return your responses to me by July 26, 1985. The questions, together with you answers, will be made a part of the official hearing record.

The success of veterans employment programs is a high priority with this Committee, and I know that with all of us working together they will be the effective programs we all intend them to be.

Sincerely,

TOM DASCHLE
Chairman
Subcommittee on Education,
Training and Employment

TD:ek

1) In your testimony, you pointed out that although files of VRA applicants and 30% or more disabled veteran applicants are maintained as sources for selecting officials, selecting officials are not required to consider these sources when a vacancy occurs. Is there any reason why a selecting official wouldn't use these sources when filling a vacancy?

2) Your list of recruiting methods includes the establishment of a disabled veterans' week or day, perhaps during the week of November 11th. Have you held such an event at Rock Island yet? Will you be doing this next November?

3) In a communication dated March 11, 1985, signed by General Donald J. Delandro, by order of the Secretary of the Army, it is stated that during this year, two primary objectives of the Department of the Army will be to reduce the present loss rate of disabled veterans and to enhance the advancement opportunity for disabled veterans. What will you be doing at Rock Island to accomplish these goals?

4) In your testimony, you stated that disabled veterans represent four percent of the total Rock Island Arsenal work force and that this four percent represents twice the goal established for fiscal years 1985 and 1986. How did you arrive at the two percent goal? Is this goal based on any kind of demographic study of the number of veterans available?

HON. THOMAS A. DASCHLE TO ILLINOIS DEPARTMENT OF EMPLOYMENT SECURITY

Illinois Department of Employment Security

910 South Michigan Avenue • Chicago, Illinois 60605
1936 N. Henderson St., Galesburg, IL 61401

July 22, 1985

The Honorable Tom Daschle
Chairman
Subcommittee on Education, Training
and Employment
335 Cannon House Office Building
Washington, D.C. 20515

Dear Rep. Daschle:

In response to your letter to me dated July 9, 1985, the information you requested is answered item-for-item as follows:

1. The Administration has opposed an extension of EVJTA, saying that it is no longer needed. Would you agree with this?

   a. Definitely not! The purpose of the Act was to establish an emergency program of job training assistance for Korean Conflict and Vietnam-era veterans who have been unemployed for long periods of time.

   b. As I emphasized during the hearing, The 98th Congress, First Session, Title 38 USC Veterans Benefits, as amended through January 14, 1983, Chapter 41, made the finding that, "As long as unemployment and under-employment continue as serious problems among disabled veterans and Vietnam-era Veterans, alleviating unemployment among such veterans is a national responsibility."

   c. The only basis the Administration could have for opposing the extension of EVJTA is if unemployment has dropped and veteran unemployment is no longer a serious problem. Perhaps the unemployment rate has dropped in some areas across the nation, but I find it hard to believe this is because the veterans have found work. Approximately half of our 1,600 unemployed veterans are out of Unemployment Insurance benefits and may not be counted in the unemployment percentages.

JOB SERVICE UNEMPLOYMENT INSURANCE

LO (REV. 1/84) STOCK NO. 4240

d. Unemployment in our area has "increased" not "decreased". We need the program now more than ever. As a minimum, the Administration should target certain areas like ours for this program, rather than do away with it.

e. In October, 1983, we had 1,600 unemployed veterans registered for work. On July 2, 1985, we still had 1,600 unemployed veterans, even though we had placed 793 veterans in full-time work during this period. Our unemployment rate was 12.2% in October, 1983, 15.9% on July 2, 1985, and has averaged 17.4% so far this year. We expect it to rise. Admiral, Division of Magic Chef, one of our largest employers, expects to lay-off 900 for an indefinite period in August, 1985. Two hundred of these are veterans Admiral hired during the past two years. This will increase our veteran unemployed to 1,800.

f. Opponents of this program must realize before they "look down" on VJT Placement Figures that:

1. It is extremely difficult to sell an "OJT" program, even with 50% reimbursement, in a depressed economy. It takes a lot of selling time.

2. Selling time is hard to come by in a local office when you already have your hands full just processing and servicing 1,600 unemployed veterans with a greatly reduced staff.

3. We were not given extra staffing to administer the VJT Program.

4. The first year was a trial period wherein we had difficulty competing with JTPA. JTPA could finalize a placement in less than 3-6 days, while VJT took 3-6 weeks. We referred interested employers to JTPA that first year because the employers couldn't wait for VJT. That first year JTPA in our area placed 100 veterans to our 1. In the past six months we have trimmed down our VJT finalization time, thereby becoming more competitive with JTPA. During the period January-June, 1985, our comparative placement ratio has been "dead even". (JTPA 34 and VJT 34)

5. We signed up many employers in anticipation of business getting better. When business didn't get better, we were left with a lot of unfilled training certifications to cancel.

2. Have you contacted Federal Contractors (FC) in this area to remind them of their responsibilities to extend preference to Veteran when they hire, and to explain benefits available to them under EVJTA?

   a. Yes. We contact Federal Contractors (FC) and subcontractors on a regular basis to explain their responsibilities and to encourage them to take affirmative action to hire veterans. We have also provided them with detailed pamphlets and a copy of the Federal Register which clearly defines obligations of contractors and subcontractors for Disabled Veterans and Veterans of the Vietnam Era.

   b. All FCs have had EVJTA benefits explained to them. FCs have hired 27 veterans under EVJTA in this area. Of the 523 total (vet and nonvet) FC hires for individuals 22 years of age and over, 102 were Vietnam Veterans (19.5%) and 9 were Special disabled veterans (See attachment # 1). Some examples are:

Employer	Total Hires	Veteran Hires	Percent
Admiral (Div Magic Chef)	773*	143	18%
Wilson Food Corp.	91*	19	19%
Kopper Co. Inc.	9	8	89%
Post Office-Galesburg	20	12	60%

   * Half of the hires at Admiral and Wilson were female. Less than 1% of our vets are female which raises the real % of vet hires to double amount shown.

   c. We have excellent cooperation with local area Federal Contractors. This cooperation was enhanced from the beginning when they were required to submit a quarterly report to Job Service which listed all their hires. This regulation has since been rescinded, but it served a useful purpose by encouraging cooperation between employers and Job Service.

   d. We feel there is a definite and continued need for the OFCCP; however, it is recommended:

      1. that OFCCP conduct regular visits to Federal Contractors and State Job Service Offices to clarify and explain FC rules and regulations.

There seems to be a wide range of interpretation as to exactly who/what constitutes an FC. Not all offices enjoy the cooperation that we receive. Increased awareness of the rules and regulations would tend to promote more cooperation.

2. that OFCCP design and implement a better system of keeping state offices informed of current Federal Contractors.

3. What actions could be taken in the state of Illinois to improve its record under EVJTA?

   a. Provide additional veteran staffing to administer the EVJTA program on a local office level.

   b. Limit Employer Training positions requested to one-at-a-time, as needed, rather than blocks of say 10, 20 or 30 in anticipation. Once an Employer Training Program has been approved it is relatively easy to increase the original number.

   c. Increase employer visiting to explain the benefits of the program.

   d. Encourage employers to give plant tours to Veteran Employment Representatives which would provide an excellent opportunity to explain VJT.

   e. Increase funds for "public service" announcements on national TV to explain the program and invite interested employers to write or call for more information.

   f. Conduct joint VA and Job Service employer seminars. Invite employers who have had VJT success to participate.

   g. Increase "mailers" to employers giving examples of savings, names of employers who have had success, etc. This could be in the form of a quarterly or semi-annual EVJTA newsletter.

I hope this information is useful to you. Please contact me again if you have any questions or concerns about the information I have provided.

Sincerely,

THELMA M. BASLEY, MANAGER
GALESBURG EMPLOYMENT SECURITY

Gerald L. Kessel
Veterans Employment Representative

GLK:evs

c.c.: J. Righter, Manager, N.W. Region
T. Basley, Manager, Galesburg

ATTACHMENT #1

ANALYSIS OF VETERANS PERFORMANCE STANDARDS

LOCAL OFFICE 2466
GALESBURG

PROGRAM YEAR TO DATE THROUGH 06/85

	ACTUAL ACCOMP	PERFORMANCE STANDARDS REQUIRED NO.	REQUIRED PCT.	ACTUAL PCT.	MET STD
PLACEMENT (OVER 3 DAYS)					
TOTAL PEOPLE 22 OR OVER	1641				
VETERAN & OTHER ELIGIBLES	433	427	26.0	26.3	YES
VIETNAM VETERANS	226	197	12.0	13.7	YES
DISABLED VETERANS	24	17	1.0	1.4	YES
COUNSELING					
TOTAL PEOPLE 22 OR OVER	794				
VETERAN & OTHER ELIGIBLES	448	247	31.0	56.4	YES
VIETNAM VETERANS	189	104	13.0	23.8	YES
DISABLED VETERANS	50	24	3.0	6.2	YES
ENROLLMENT IN TRAINING					
TOTAL PEOPLE 22 OR OVER	27				
VETERAN & OTHER ELIGIBLES	27	6	19.0	100.0	YES
VIETNAM VETERANS	17	3	8.0	62.9	YES
DISABLED VETERANS	6	1	1.0	22.2	YES
RECEIVED SOME REPORTABLE SRVC.					
TOTAL PEOPLE 22 OR OVER	6234				
VETERAN & OTHER ELIGIBLES	2335	1871	30.0	37.4	YES
VIETNAM VETERANS	1019	749	12.0	16.3	YES
DISABLED VETERANS	123	94	1.5	1.9	YES
JOB DEVELOPMENT					
TOTAL PEOPLE 22 OR OVER	1944				
VETERAN & OTHER ELIGIBLES	1590	0	0.0	81.7	YES
VIETNAM VETERANS	701	0	0.0	36.0	YES
DISABLED VETERANS	88	0	0.0	4.5	YES
FEDERAL CONTRACTOR JOB LISTING					
TOTAL INDIVIDUALS PLACED	523				
VIETNAM VETERANS	102	37	7.0	19.5	YES
SPECIAL DISABLED VETERANS	9	6	1.0	1.7	YES

Hon. Thomas A. Daschle to Peoria, IL, Vets Center

DEMOCRATS
[illegible]
MACK FLEMING
CHIEF COUNSEL AND STAFF DIRECTOR

NINETY-NINTH CONGRESS
G.V. (SONNY) MONTGOMERY
CHAIRMAN

U.S. House of Representatives
COMMITTEE ON VETERANS' AFFAIRS
335 CANNON HOUSE OFFICE BUILDING
Washington, DC 20515

REPUBLICANS
[illegible]

July 9, 1985

Mr. Charles Flora
Acting Team Leader
Peoria Vets Center
605 N.E. Monroe
Peoria, IL 61603

Dear Mr. Flora:

I want to thank you for participating in the hearing held by the Subcommittee on Education, Training and Employment on July 2, 1985, in Galesburg, Illinois. You were a very informative and cooperative witness, and your testimony will be very helpful as the Subcommittee reviews and evaluates the administration of veterans' preference and the Emergency Veterans' Job Training Act (EVJTA).

I regret that time did not permit asking you all of the questions that the Members of the Subcommittee had planned to submit to you at the hearing. I will appreciate it if you will answer the attached questions and return your responses to me by July 26, 1985. The questions, together with you answers, will be made a part of the official hearing record.

The success of veterans employment programs is a high priority with this Committee, and I know that with all of us working together they will be the effective programs we all intend them to be.

1) In your testimony you stated that only 32 veterans have been placed under EVJTA in your area, but that the program is finally gaining momentum. In your personal opinion, would it be helpful to the unemployed veterans in your area if EVJTA were to be extended?

2) If the Senate refuses to act on H.R. 1408, which was passed by the House, are you aware of any other truly effective programs that are available to veterans seeking employment?

Sincerely,

TOM DASCHLE
Chairman
Subcommittee on Education,
Training and Employment

TD:ek

JUL 25 1985

July 23, 1985

The Honorable Thomas A. Daschle
U.S. House of Representatives
Committee on Veteran Affairs
335 Cannon House Office Building
Washington, DC 20515

Dear Mr. Daschle:

It was my privilege to have participated in the hearing held by the Subcommittee on Education, Training, and Employment on July 2, 1985 in Galesburg, Illinois. Having the opportunity to interact with you and Comgressman Lane Evans lends confidence that the interests of veterans have been entrusted to good and capable hands.

In response to your specific inquiries, it is my unequivocal personal opinion that the continuation of EVJTA will be, not only helpful for, but indispensible to the unemployed veterans in the Central Illinois area. Perhaps it goes without saying that the success of the program is contingent upon how well it is administered in the field. I know of no other truly effective programs that are available to veterans seeking employment.

Sincerely,

For Charles M. Flora, MSW
Acting Team Leader
Illini Vet Center

lc